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SEVENTH ANNUAL REPORT
OF THE
MINIMUM WAGE COMMISSION
OF
MASSACHUSETTS

FOR THE YEAR ENDING NOVEMBER 30, 1919



BOSTON
WRIGHT & POTTER PRINTING CO., STATE PRINTERS
32 DERNE STREET
1920

PUBLICATIONS OF THE MASSACHUSETTS MINIMUM WAGE COMMISSION.

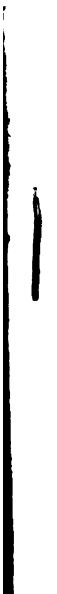
ANNUAL REPORTS.

- First Annual Report of the Minimum Wage Commission (for the six months ending December 31, 1913).¹
- Second Annual Report of the Minimum Wage Commission (for the year ending December 31, 1914).¹
- Third Annual Report of the Minimum Wage Commission (for the year ending December 31, 1915).¹
- Fourth Annual Report of the Minimum Wage Commission (for the year ending December 31, 1916).
- Fifth Annual Report of the Minimum Wage Commission (for the year ending December 31, 1917).
- Sixth Annual Report of the Minimum Wage Commission (for the year ending November 30, 1918).

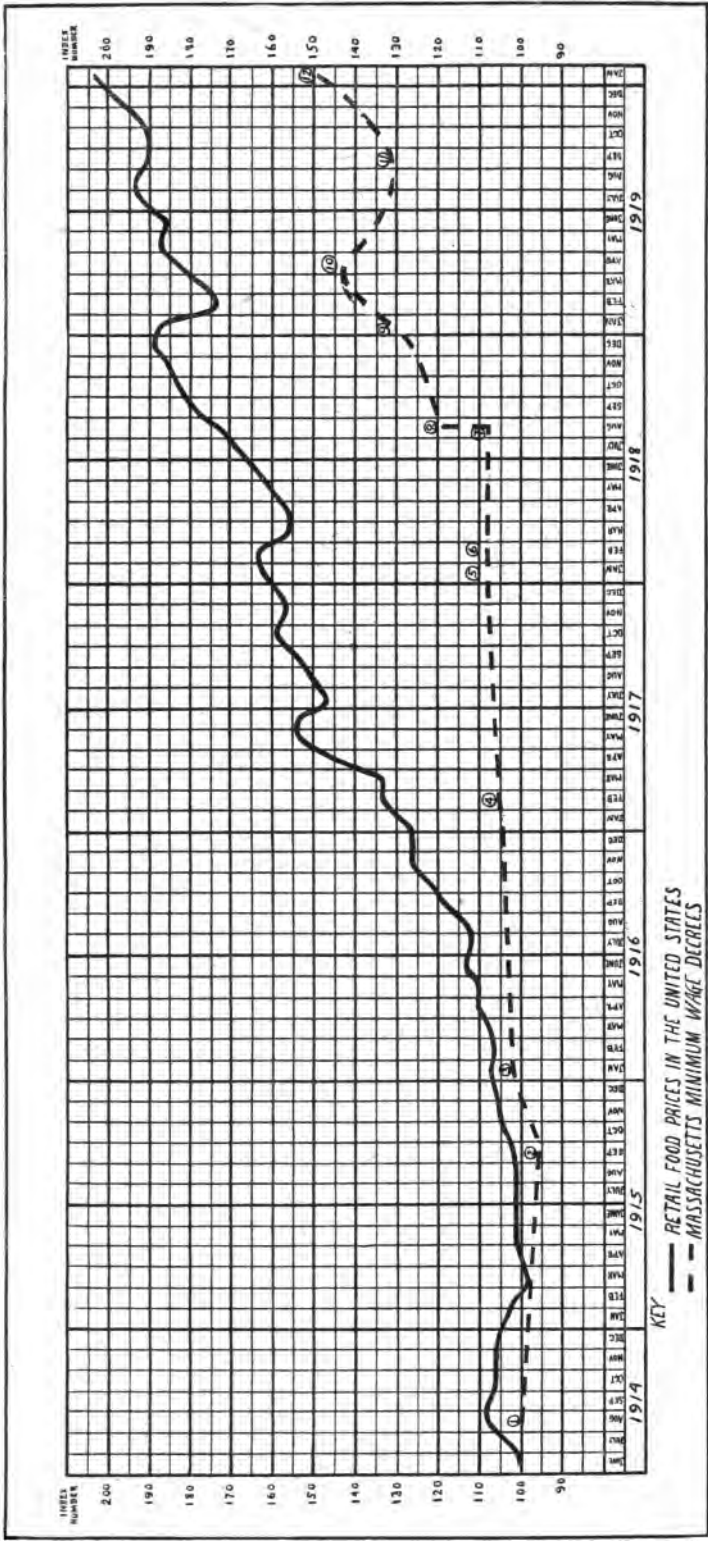
BULLETINS.

- No. 1. Wages of Women in the Brush Factories in Massachusetts, January, 1914.¹
- No. 2. Wages of Women in the Corset Factories in Massachusetts, January, 1914.¹
- No. 3. Statement and Decree concerning the Wages of Women in the Brush Industry in Massachusetts, August 15, 1914.¹
- No. 4. Wages of Women in the Candy Factories in Massachusetts, October, 1914.¹
- No. 5. Wages of Women in the Laundries in Massachusetts, October, 1914.¹
- No. 6. Wages of Women in Retail Stores in Massachusetts, March, 1915.¹
- No. 7. The Effect of the Minimum Wage Decree on the Brush Industry in Massachusetts, September 16, 1915.
- No. 8. Wages of Women in the Paper Box Factories in Massachusetts, September, 1915.¹
- No. 9. Wages of Women in Women's Clothing Factories in Massachusetts, September, 1915.
- No. 10. Wages of Women in Hosiery and Knit Goods Factories in Massachusetts, January, 1916.
- No. 11. Report of the Minimum Wage Commission, 1915 (Commissioners' report and appendices of the Third Annual Report), January, 1916.¹
- No. 12. Preliminary Report on the Effect of the Minimum Wage in Massachusetts Retail Stores, November, 1916.
- No. 13. Wages of Women in Men's Clothing and Raincoat Factories in Massachusetts, December, 1916.
- No. 14. Wages of Women in Muslin Underwear, Petticoat, Apron, Kimono, Women's Neckwear and Children's Clothing Factories in Massachusetts, May, 1917.¹
- No. 15. Wages of Women in Shirt, Workingmen's Garments and Furnishing Goods Factories in Massachusetts, December, 1917.¹

¹ Publications out of print.



COMPARISON OF THE COURSE OF RETAIL FOOD PRICES IN THE UNITED STATES¹ WITH THE MASSACHUSETTS MINIMUM WAGE DECREES.



- KEY — RETAIL FOOD PRICES IN THE UNITED STATES
 - - - MASSACHUSETTS MINIMUM WAGE DECREES
- (1) Brush, . . . \$8.37 (base) ; (4) Women's Clothing, . . . \$8.75 (7) Muslin Underwear, . . . \$9.00 (10) Office Building Cleaners, \$12.00*
 - (2) Laundry, . . . 8.00 (5) Men's Clothing, . . . 9.00 (8) Retail Millinery, . . . 10.00 (11) Canning and Preserving, . . 11.00
 - (3) Retail Store, . . . 8.50 (6) Men's Furnishings, . . . 9.00 (9) Wholesale Millinery, . . . 11.00 (12) Candy, 12.50

¹ As computed by the New York State Industrial Commission from figures issued by the United States Bureau of Labor Statistics.
 * The decree provides for an hourly rate of .155 cents. The weekly rate given, \$8.37, is based on the maximum working hours (fifty-four) at the time the decree became effective.
 † The present forty-eight hour maximum gives a weekly rate of \$7.44.
 ‡ Hourly rate, 28 cents for day work, 30 cents for night work. The \$12 rate represents the weekly minimum desired by the wage board.

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FOR THE YEAR ENDING NOVEMBER 30, 1919



BOSTON
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1920

**PUBLICATION OF THIS DOCUMENT
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SUPERVISOR OF ADMINISTRATION.**

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MEMBERS OF THE COMMISSION.

CHARLES F. DUTCH, *Chairman.*

MABEL GILLESPIE.

ARTHUR C. COMINS.

ETHEL M. JOHNSON, *Executive Secretary.*



The Commonwealth of Massachusetts

REPORT.

To the Honorable the Senate and the House of Representatives in General Court assembled.

The Minimum Wage Commission of the Commonwealth of Massachusetts herewith respectfully submits its seventh annual report, which contains, in accordance with the provisions of the law, an account of its investigations and proceedings during the fiscal year ending November 30, 1919. The report embodies recommendations for such legislation and for such increases in the appropriation as will permit the work of the department to be conducted efficiently.

Following the Commission's report is that of the secretary, which summarizes the activities of the field and office force for this period, and gives a statement of the expenditures made by the department from the appropriation granted by the General Court for the fiscal year. Appended is a summary of the provisions of the wage decrees entered by the Commission under the authority of the law to January 1, 1920, an outline of the cost of living budgets approved by the various wage boards to date, and a list of the members of wage boards in session during the present year, together with the text of the amendments to the minimum wage law enacted by the General Court in 1919, and other data pertaining to the work of the Commission.

EFFECT OF THE CONSOLIDATION ACT.

The present report represents the final one by the Minimum Wage Commission; since the Commission, as such, is abolished by the act consolidating the various State boards,

commissions, and departments, chapter 350 of the General Acts of 1919, which becomes effective December 1 of the present year. By this act the work of the Commission is taken over by the new Department of Labor and Industries, the executive and quasi-judicial functions being assumed by a board of three Associate Commissioners who also assume the functions of the Board of Conciliation and Arbitration, and are to be known by that name, while the direct administrative duties are delegated to the Commissioner of Labor and Industries, the administrative and executive head of the new department. The Commissioner will initiate investigations and inspections. The Associate Commissioners will conduct hearings, establish wage boards, enter decrees, and issue special licenses.

The act authorizes the Commissioner, with the approval of the Associate Commissioners, to determine what divisions shall be organized. The establishment of a separate division to carry on the minimum wage activities is therefore a matter to be determined by the new board.

Whatever plan is adopted, it is recommended that provision be made for continuing intact the essential features of the minimum wage work, and for protecting, so far as possible, the identity and individuality of that work.

There are practical reasons for such recommendations. The work is distinctly different from that of the other labor boards and commissions with which it is joined. It is concerned directly with a special group, — the unskilled, unorganized women and child workers in the State. The wage boards through which it functions involve distinct problems requiring a certain specialization in their treatment.

The change soon to be effected places Massachusetts in line with States like New York, Pennsylvania, and Wisconsin, in centralizing the control of the various boards dealing with labor problems. Such centralization is unquestionably desirable in the interest of economy and efficiency. At the same time, it is important that sufficient specialization should be possible to permit the normal development of distinct branches of the work, such as the minimum wage. The reorganization act is sufficiently flexible to secure this result.

LEGISLATION ENACTED IN 1919.

Legislation affecting minimum wage work enacted by the General Court during the past year includes, in addition to the consolidation act¹ previously mentioned, three amendments² to the minimum wage law. The first authorizes the Commission to fill vacancies that may arise on a wage board. The second and third, respectively, make it mandatory for employers, when requested, to post certain notices, and to keep records of the hours worked by their women employees. These measures represent all of the recommendations made by the Commission for legislative action this year. Although these amendments do not extend the scope of the existing law, they materially strengthen it, and make it possible for the work to be carried on with less difficulty than in the past.

The first amendment³ is intended to meet legitimate emergencies and to prevent interruption of the Commission's work through blocking the action of its wage boards. According to an opinion given by the Attorney-General, the law as originally enacted made no provision for filling a vacancy caused by the resignation of a wage board member. Consequently, in such an event proceedings would be brought to a standstill. The authority granted under this act has proved of material assistance in enabling the Commission to complete the membership of reconvened boards.

The second amendment,⁴ requiring employers, when requested by the Commission, to post notices of hearings, of nominations for wage boards, and of wage board decrees that apply to their employees, supersedes an act passed in 1915 regarding the same subject. The new act makes the requirements more specific, and adds as penalty for non-compliance a fine of \$5 to \$50 for each offence.

The third amendment⁵ provides that in addition to the records which employers are now required to keep, showing names, addresses, occupations, and weekly wage payments for every woman and minor in their employ, they shall, when

¹ Chapter 350 of the General Acts of 1919. In effect December 1, 1919.

² Text of the amendments is given in Appendix No. 1.

³ Chapter 72 of the General Acts of 1919. In effect July 2, 1919.

⁴ Chapter 77 of the General Acts of 1919. In effect July 3, 1919.

⁵ Chapter 76 of the General Acts of 1919. In effect July 3, 1919.

so requested¹ by the Commission, keep for a specified period not exceeding six months a record giving the hours worked each week by such women and minors. This amendment carries a penalty clause providing a fine of not less than \$5 and not more than \$50 for failure to comply. As this penalty applies not only to the keeping of records of hours, but also to all of the other records, it adds substantial support to the original law.

SUMMARY OF THE WORK OF THE MINIMUM WAGE COMMISSION FOR 1919.

The major part of the Commission's work during the past year has consisted in carrying on activities started in previous years and suspended either because of legal complications or other difficulties. After the decision² of the Supreme Court upholding the constitutionality of the minimum wage law, the Commission voted to resume the program of interrupted work. This included a thorough inspection under the laundry and retail store decrees, and a reinvestigation of the candy, corset, and paper box industries to determine whether wage boards were required for these respective occupations. In addition, it was agreed to make a second inquiry into the wages of women employed in knit goods factories. A summary of the activities conducted this year, and a résumé of the more important work of the Commission since its organization, follows.

OUTLINE OF ACTIVITIES.

Publications. — Reports of the following investigations made by the Commission have been published in 1919. These are:—

Supplementary Report on the Wages of Women in Candy Factories in Massachusetts, Bulletin No. 18.

Wages of Women employed in Canning and Preserving Establishments in Massachusetts, Bulletin No. 19.

Report on the Wages of Women in the Millinery Industry in Massachusetts, Bulletin No. 20.

In addition, the Commission has issued a Handbook of Information for Wage Board Members.

¹ It is the policy of the Commission to keep its requests as limited as the interests of an industry will permit.

² *Holcombe v. Creamer*, 231 Mass. 99.

Investigations. — During the current year the Commission has investigated wage conditions of women in the occupations listed below.

Paper box factories (second investigation by Commission).
 Corset factories (second investigation by Commission).
 Hosiery and knit goods (second investigation by Commission).
 Loom harness factories.
 Minor lines of confectionery and food preparations and flavoring extracts.

Wage Boards. — Wage boards for the following occupations have been authorized: —

Canning and preserving (work completed).
 Candy making (second board, work completed).
 Corset (second board, in session).
 Knit goods (in session).
 Minor lines of confectionery and food preparations (in process of formation).
 Paper box (second board, in process of formation).

Wage Boards reconvened. — Acting upon petitions from employees for revision of rates to meet the increased cost of living, the Commission has reconvened the Men's Clothing and Raincoat Wage Board, and is reconvening the boards for the women's clothing industry, and for the men's furnishings occupation.

Decrees entered. — After public hearings on the recommendations of the wage boards, decrees fixing minimum rates for women and girls in the respective occupations represented have been entered by the Commission as follows: —

For office and other building cleaners, providing 30 cents an hour for night work and 26 cents an hour for day work. Effective April 1, 1919.

For canning and preserving establishments, providing a minimum rate of \$11. Effective September 1, 1919.

For candy factories, providing a minimum rate of \$12.50. Effective January 1, 1920.

Inspections. — Inspections to determine compliance with the Commission's recommendations have been made in all the occupations for which decrees are effective. These comprise: —

Occupations.

Brush.	Muslin underwear.
Canning and preserving.	Office buildings.
Laundry.	Retail millinery.
Men's clothing and raincoat.	Retail stores.
Men's furnishings.	Women's clothing.
	Wholesale millinery.

Results of Decrees. — Very few cases of non-compliance were found in any of the inspections, and all of these have been adjusted.

RÉSUMÉ¹ OF THE WORK OF THE COMMISSION SINCE ITS ESTABLISHMENT IN JULY, 1913.

During the six years that the Commission has been in existence, wage investigations have been conducted in 23 occupations employing women and girls. In 4 of these a second investigation has been made. For 16 of these occupations, wage boards have been authorized. Of these boards, 2 are in process of formation, and 2 are now in session. Three boards are the second to be formed for their respective occupations. Three other boards have been or are being reconvened. Wage decrees based on the determinations of the boards fixing minimum rates for women and girls have been entered for 12² occupations. The determinations of another board have been provisionally approved. Inspections to ascertain compliance with the decrees have been made in every occupation in which wage determinations are in effect. Results of these inspections show substantially full compliance with the recommendations of the Commission. They also indicate that a considerable proportion of the women and girls in the occupations covered have received increased wages in consequence of the decrees.

SUMMARY.

These are concrete accomplishments. Some of the less tangible results are possibly of greater value. Chief among these are the co-operation secured from employers in carrying

¹ A more detailed account of the work appears in the sixth annual report.

² Since the close of the period covered by the report, two additional decrees have been entered.

out the provisions of the Commission's decrees, and the educational work involved in the adjustment of inspection cases and in the conduct of wage board activities. The Commission has endeavored to win the confidence and support of all affected by the law by executing it in an absolutely fair and impartial manner in the interest of the Commonwealth. Some of the duties imposed by law involve serious difficulties. This is true of the inspections to determine compliance with wage recommendations. It has been the purpose of the Commission to have the inspections conducted thoroughly, and at the same time in such a way as to cause the minimum of friction. This has required patience, tact, and courtesy on the part of the members of the inspecting staff, and the successful results are due in large measure to their efforts. Much time has been devoted to the adjustment of cases of non-compliance. Their settlement without the use of publicity or of legal action attests the value of the educational policy of the Commission and the soundness of its working basis.

RESULTS OF INVESTIGATIONS CONDUCTED BY THE COMMISSION IN 1919.

During the year just ended the Commission has investigated wage conditions of women and girls in the following industries: corset, paper box, knit goods, loom harness making, minor lines of confectionery and food preparations, including flavoring extracts. Of these, corset, paper box, and knit goods represent the second investigations made by the Commission, and form part of the program of unfinished work which it was agreed to resume after the court decision¹ upholding the constitutionality of the law. A summary of the results of these investigations follows:—

Wages of Women employed in Corset Factories.

One of the first investigations made by the Commission was that of wage conditions of women employed in corset factories in Massachusetts. As a result of this investigation, which was conducted in the fall of 1913, a wage board was

¹ Holcombe v. Creamer, 231 Mass. 99.

formed for the occupation. The resignation of a member of the board in the fall of 1915 caused the proceedings to be suspended, as the Commission did not at that time have the authority to fill vacancies¹ arising on its wage boards. No further action in the matter was taken during the three-year term for which the board was appointed. This term expired in February, 1918. A second investigation of wage conditions in the industry was made in the spring of 1919 to determine whether it was necessary to establish a new board for the occupation. The field work was started in May and completed the following month. Pay-roll records for women employees were secured from 10 factories, including the 8 represented in the previous study. These constitute nearly nine-tenths of the industry in this State. In each of these 10 establishments a transcript of the pay roll for the four months, January through April, 1919, was taken. Wage records were secured for 1,623 women and girls. Of these records 1,361 were used in tabulating average weekly earnings.

Average weekly earnings by occupations and potential earnings by establishments for piece workers for whom records of hours were available are given in the tables following. Table I indicates that approximately two-thirds (67.1 per cent) of the women have actual earnings averaging less than \$12 a week. Table II shows that two-fifths (39.9 per cent) would, even under the most favorable conditions, earn less than \$12 a week for full-time employment. In connection with these figures it should be remembered that the corset industry was seriously affected by war conditions; that the period covered by the study was one of transition from a war to a peace basis; and that owing to temporary adjustments in piece rates and bonus systems a somewhat unfavorable picture of the wage situation is presented.

¹ This authority is given by General Acts of 1919, chapter 72.

TABLE I.—Average Weekly Earnings of 1,361 Women employed in 10 Corset Factories in Massachusetts: by Occupations.
 [Based on pay-roll records for the period January through April, 1919.]

OCCUPATIONS.	NUMBER AND PER CENT OF WORKERS EARNING —													Total.			
	Under \$5.	\$5 and under \$6.	\$6 and under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and over.					
JOINING AND BEAMING:—																	
Number,	4	2	9	25	14	20	8	18	23	15	16	19	173				
Per cent,	2.3	1.2	5.2	14.4	8.1	11.6	4.6	10.4	13.3	8.7	9.2	11.0	100				
STRIPPING:—																	
Number,	—	1	7	10	14	11	23	12	17	6	8	7	115				
Per cent,	—	.9	6.1	8.7	12.2	9.6	19.1	10.4	14.8	5.2	6.9	6.1	100				
EXAMINING:—																	
Number,	4	5	6	10	11	16	12	8	11	14	5	9	111				
Per cent,	3.6	4.5	5.4	9.0	9.9	14.5	10.8	7.2	9.9	12.6	4.5	8.1	100				
BINDING:—																	
Number,	2	3	6	7	8	5	6	8	3	9	10	14	81				
Per cent,	2.5	3.7	7.4	8.6	9.9	6.2	7.4	9.9	3.7	11.1	12.3	17.3	100				
BOXING:—																	
Number,	18	16	9	5	5	9	8	2	5	1	2	—	80				
Per cent,	22.5	20.0	11.3	6.2	6.2	11.3	10.0	2.5	6.2	1.3	2.5	—	100				
STEEPLE STITCHING AND FRONT BEAMING:—																	
Number,	1	1	5	7	4	11	8	4	3	4	2	14	64				
Per cent,	1.6	1.6	7.8	10.9	6.2	17.2	12.5	6.3	4.7	6.2	3.1	21.9	100				
FABRIQY, CEMICAL:—																	
Number,	1	1	—	3	4	8	1	12	9	4	7	9	56				
Per cent,	1.8	1.8	—	5.4	7.1	14.3	1.8	21.4	10.7	7.1	12.5	16.1	100				

MINIMUM WAGE COMMISSION.

TABLE I. — Average Weekly Earnings of 1,361 Women employed in 10 Corset Factories in Massachusetts: by Occupations — Continued.

OCCUPATIONS.	NUMBER AND PER CENT OF WORKERS EARNING —													Total.		
	Under \$6.	\$5 and under \$6.	\$4 and under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and over.				
SIDE STEEL: —																
Number,	3	1	4	6	1	4	7	9	4	2	5	3	49			
Per cent,	6.1	2.0	8.2	12.2	2.0	8.2	14.3	18.4	8.2	4.1	10.2	6.1	100			
STEEL SEWING: —																
Number,	5	5	5	12	3	5	6	4	1	—	—	3	49			
Per cent,	10.2	10.2	10.2	24.5	6.1	10.2	12.3	8.2	2.0	—	—	6.1	100			
FLOSSING: —																
Number,	—	—	—	2	3	1	8	8	8	7	8	3	48			
Per cent,	—	—	—	4.2	6.2	2.1	16.6	16.7	16.7	14.6	16.7	6.2	100			
HAND SEWING: —																
Number,	3	4	4	6	6	9	5	2	2	1	1	—	43			
Per cent,	7.0	9.3	9.3	14.0	14.0	20.9	11.6	4.6	4.7	2.3	2.3	—	100			
IRONING: —																
Number,	—	1	—	2	1	—	3	3	6	4	3	18	41			
Per cent,	—	2.4	—	4.9	2.5	—	7.3	7.3	14.6	9.8	7.3	43.9	100			
BACK STRAPPING: —																
Number,	1	—	—	2	—	4	2	7	6	1	4	7	34			
Per cent,	2.9	—	—	5.9	—	11.8	5.9	20.6	17.6	2.9	11.8	20.6	100			
LACE STITCHING: —																
Number,	1	—	2	3	2	6	4	2	1	4	3	4	32			
Per cent,	3.1	—	6.3	9.3	6.3	18.8	12.5	6.3	3.1	12.5	9.3	12.5	100			

MINIMUM WAGE COMMISSION.

TABLE II.—*Potential Weekly Earnings of 809 Piece Workers in 4 Corset Factories in Massachusetts: by Establishments (Cumulative).*

[Estimated from the average weekly earnings of workers for whom records for hours were available.]

ESTABLISHMENTS.	PER CENT OF WORKERS WITH POTENTIAL EARNINGS OF —													
	Under \$5.	Under \$6.	Under \$7.	Under \$8.	Under \$9.	Under \$10.	Under \$11.	Under \$12.	Under \$13.	Under \$14.	Under \$15.	\$15 and over.		
No. 1.	.4	1.4	3.7	6.1	10.3	17.8	27.5	35.5	43.1	52.0	61.9	38.1		
No. 2.	-	1.0	1.0	1.9	6.7	10.6	19.2	29.8	37.5	51.9	61.5	38.5		
No. 3.	1.5	4.4	16.2	25.0	33.8	42.6	51.5	60.3	67.6	75.0	80.9	19.1		
No. 7.	2.6	3.9	15.3	22.4	34.2	51.3	59.2	68.4	69.7	76.3	85.5	14.5		
Total,	.6	1.9	5.5	8.7	14.1	23.1	31.4	39.9	47.0	55.2	65.5	34.4		

NOTE.—Records of hours were not available for a representative number of piece workers in establishments Nos. 4, 5, 6, 8, 9, and 10.

Wages of Women employed in Paper Box Factories.

An inquiry into the wages of women employed in paper box factories was made by the Commission in the early part of 1915, as a result of which a wage board was established. No meetings were held as the representatives of the employers, after being duly appointed, declined to proceed with the work of the board until the constitutionality of the minimum wage law should be decided. After the court decision,¹ a second investigation of the paper box industry was undertaken by the Commission. The field work was started in February, 1919, and completed the following March. This investigation is based on pay-roll records from 16 of the 24 establishments included in the former study, and covers the four-month period, October, 1918, through January, 1919. Wage records were secured for 1,301 women and girls. Of these records 1,054 were available for tabulation. Average weekly earnings for this group are shown in Table III following. This gives nearly nine-tenths (89.3 per cent) and seven-tenths (68.2 per cent), respectively, earning under \$15 and under \$12 a week. As in the corset industry, a large majority of the workers, approximately eight-tenths, are on piece rates. Potential earnings of piece workers for full-time employment, computed where records of hours were available, indicate that the greater part of the women would earn less than \$15 for a full week's work, and nearly one-fourth less than \$12.

A somewhat more favorable picture of wage conditions is given in returns submitted by the New England division of the National Paper Box Manufacturers Association. These show earnings of 1,685 women and girls employed in 47 paper box factories in Massachusetts during the last pay-roll week in May, 1919. Even here, considering the five months intervening, the proportion of women earning less than \$15 and less than \$12 a week (82.8 per cent and 61.2 per cent, respectively) is not materially different from that given by the Commission's investigation. The results of both investigations indicate little actual improvement in the wage situation since 1914.

¹ *Holcombe v. Creamer*, 231 Mass. 99.

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TABLE III. — Average Weekly Earnings of 1,054 Women employed in 16 Paper Box Factories in Massachusetts: by Occupations.
 [Based on pay-roll records for the period October, 1918, through January, 1919.]

OCCUPATIONS.	NUMBER AND PER CENT OF WORKERS EARNING —													Total.			
	Under \$5.	\$5 and under \$6.	\$6 and under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and over.					
HEAVING:—																	
Number,	27	12	20	37	44	17	17	17	4	6	4	4	8				
Per cent,	13.5	6.0	10.0	18.5	22.0	8.5	8.5	8.5	2.0	3.0	2.0	2.0	4.0				
BENCH WORK:—																	
Number,	2	6	13	21	15	13	29	29	20	20	14	12	29				
Per cent,	1.0	3.1	6.7	10.3	7.3	6.7	15.0	15.0	10.3	10.3	7.2	6.2	14.9				
STRIPPING:—																	
Number,	4	—	7	9	13	7	9	9	19	22	11	9	17				
Per cent,	3.1	—	5.5	7.1	10.2	5.5	7.1	7.1	15.0	17.3	8.7	7.1	13.4				
CLIPPING OFF:—																	
Number,	7	4	4	12	16	19	6	6	9	5	2	2	—				
Per cent,	8.0	4.6	4.6	13.3	18.4	21.8	6.9	6.9	10.3	5.3	3.5	2.3	—				
MACHINE COVERING:—																	
Number,	1	—	3	4	8	7	7	7	7	9	8	8	14				
Per cent,	1.3	—	4.0	5.3	10.5	9.2	9.2	9.2	9.2	11.9	10.5	10.5	18.4				
CLOSING AND INSPECTING:—																	
Number,	2	—	12	12	5	5	8	8	4	2	1	3	2				
Per cent,	3.6	—	21.4	21.4	8.9	8.9	14.3	14.3	7.1	3.6	1.3	5.4	8.6				
BUNDLING AND PACKING:—																	
Number,	2	4	5	2	—	3	2	2	3	5	4	2	8				
Per cent,	5.0	10.0	12.5	5.0	—	7.5	5.0	5.0	7.5	12.5	10.0	5.0	20.0				

Wages of Women employed in Knit Goods Factories.

A study of the wages of women employed in factories manufacturing sweaters and miscellaneous knit goods was made in the spring of 1919. An earlier investigation of the knit goods industry covering all branches of the occupation was made by the Commission during the fall of 1915. This indicated a somewhat less favorable wage situation in the sweater branch than in the hosiery and underwear branches. No action was taken at that time regarding the establishment of a wage board. The second investigation was intended to cover all lines of knit goods. As the first returns, however, pointed to the same variations found at the time of the previous study, indicating that the level of rates in staple lines of hosiery and underwear was above that in the other lines, the major part of the investigation was confined to an inquiry into the wages paid to women in the manufacture of knit goods other than hosiery and underwear. The field work was started in June, 1919, and completed in July. A transcript covering the four months' period, February through May, 1919, was taken from the pay rolls of 8 factories engaged in the manufacture of sweaters, knit athletic goods, and various specialty lines. All of these were included in the former study. Pay-roll records were secured for 501 women and girls. Of these records 344 were available for tabulation. Average weekly earnings for this group are given in Table IV, following. This shows more than two-thirds of the women earning less than \$12 a week. Of the adult women, those eighteen years of age and over, one-half were earning less than \$12; and practically the same proportion of women with one or more year's experience in the occupation were receiving less than this amount. Approximately one-half of the women in this branch of the occupation are paid on a time-rate basis. Of these women, more than one-half received less than \$12 a week for full-time employment.

TABLE IV. — Average Weekly Earnings of 344 Women employed in 8 Factories in Massachusetts manufacturing Knit Goods Other than Hosiery and Underwear: by Occupations.

[Based on pay-roll records for the period February through May, 1919.]

OCCUPATIONS.	NUMBER AND PER CENT OF WORKERS EARNING —													Total.			
	Under \$6.	\$6 and under \$6.	\$6 and under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and over.					
MACHINE SEAMING AND FINISHING: —																	
Number,	3	2	3	8	12	8	17	15	12	14	7	12	113				
Per cent,	2.7	1.8	2.6	7.1	10.6	7.1	15.0	13.3	10.6	12.4	6.2	10.6	100				
WINDING: —																	
Number,	1	1	5	1	8	5	8	8	7	2	6	12	64				
Per cent,	1.6	1.6	7.8	1.6	12.5	7.8	12.5	12.5	10.9	3.1	9.4	18.7	100				
HAND FINISHING: —																	
Number,	3	2	2	5	6	6	4	1	3	—	—	8	40				
Per cent,	7.5	5.0	5.0	12.5	15.0	15.0	10.0	2.5	7.5	—	—	20.0	100				
MENDING: —																	
Number,	2	3	3	4	—	4	3	2	4	4	—	2	31				
Per cent,	6.5	9.7	9.7	12.9	—	12.9	9.7	6.4	12.9	12.9	—	6.4	100				
KNITTING: —																	
Number,	1	3	3	—	5	1	3	3	2	6	1	—	28				
Per cent,	3.6	10.7	10.7	—	17.9	3.6	10.7	10.7	7.1	21.4	3.6	—	100				
INSPECTING: —																	
Number,	—	—	2	4	1	6	—	2	1	2	—	—	18				
Per cent,	—	—	11.1	22.2	5.6	33.3	—	11.1	5.6	11.1	—	—	100				

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TABLE IV. — Average Weekly Earnings of 344 Women employed in 8 Factories in Massachusetts manufacturing Knit Goods Other than Hosiery and Underwear: by Occupations — Concluded.

OCCUPATIONS.	NUMBER AND PER CENT OF WORKERS EARNING —													Total.		
	Under \$6.	\$6 and under \$6.	\$6 and under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and over.				
FOLDING AND BOXING: —																
Number,	1	2	2	2	1	—	5	1	—	—	1	—	—	—	—	14
Per cent,	7.1	14.3	14.3	14.3	7.1	—	35.7	7.2	—	—	7.1	—	—	—	—	100
LOOPING: —																
Number,	—	1	6	60.0	—	—	—	—	2	20.0	—	—	—	—	—	10
Per cent,	—	10.0	10.0	60.0	—	—	—	—	20.0	20.0	—	—	—	—	—	100
MISCELLANEOUS: —																
Number,	2	2	5	2	4	3	2	1	2	2	2	1	—	—	—	26
Per cent,	7.7	7.7	19.2	7.7	15.4	11.5	7.7	3.9	7.7	7.7	7.7	3.8	—	—	—	100
Total: —																
Number,	13	15	26	32	37	33	42	33	33	33	31	15	34	—	—	344
Per cent,	3.8	4.4	7.5	9.3	10.7	9.6	12.2	9.6	9.6	9.6	9.0	4.4	9.9	—	—	100
Cumulative total: —																
Per cent,	3.8	8.1	15.7	25.0	35.8	45.3	57.6	67.2	76.7	85.8	90.1	99.1	9.9	—	—	

Wages of Women employed in Loom Harness Factories.

In July, 1919, agents of the Commission made an investigation into the wages paid to women and girls employed in loom harness factories in Massachusetts. While in respect to numbers employed, this is a minor occupation, it is of distinct interest because of its relation to the textile industry, and because this State supplies not only the greater part of the loom harnesses used in this country but also exports to the Orient. As a subsidiary to the textile factories, the harness establishments reflect conditions in that trade. The level of wages, however, is considerably lower. Over one-half of the employees are women. Their work is largely of unskilled or semi-skilled nature. The Commission's study included all of the loom harness establishments in the State, 4 in number. In each of these a transcript of the pay-roll for one week in July was taken. Wage data available for tabulation were secured for 139 women. Actual earnings by occupations for this group are given below. More than one-fourth (26.6 per cent) of the women employed were receiving under \$9 a week; approximately two-fifths (41.0 per cent) under \$12, while almost the same number (37.4 per cent) received \$15 a week or over. The somewhat anomalous situation with respect to earnings existing in the same occupational groups is due to a striking variation in wage conditions in the different establishments.

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Weekly Earnings of 139 Women employed in 4 Loom Harness Establishments in Massachusetts: By Occupations.

[Based on pay-roll records for one week in July, 1919.]

OCCUPATIONS.	NUMBER OF WORKERS EARNING —							Total.
	Under \$5.	\$5 and under \$7.	\$7 and under \$9.	\$9 and under \$11.	\$11 and under \$13.	\$13 and under \$15.	\$15 and over.	
Knitting,	1	1	2	5	7	18	24	58
Mending,	5	1	5	7	1	1	10	30
Picking,	8	5	2	2	1	1	11	30
Equipping,	—	1	2	1	—	2	5	11
Miscellaneous,	2	—	2	1	2	1	2	10
Total,	16	8	13	16	11	23	52	139
Per cent,	11.5	5.8	9.4	11.5	7.9	16.5	37.4	100
Cumulative total,	16	24	37	53	64	87	52	
Per cent,	11.5	17.3	26.6	38.1	46.0	62.6	37.4	

Although the wage situation would seem to warrant a minimum rate, it was the feeling of the Commission that, in view of the small number of employees involved, the expenditure for a wage board was more needed in other occupations. Consequently action in this matter was deferred.

Wages of Women employed in the Manufacture of Minor Lines of Confectionery and Food Preparations.

An investigation into the wages of women employed in the manufacture of minor lines of confectionery and food preparations was made by the Commission in October and November, 1919. Agents of the Commission visited 91 establishments located in 25 cities and towns in the Commonwealth. Pay-roll records available for tabulation were secured from 24 food preparation firms, including establishments manufacturing flavoring extracts, confectioners' supplies and soda-fountain supplies, and miscellaneous food products, such as macaroni, potato chips, peanut butter, maple syrup, prepared flour, and gelatine; and from 11 firms representing minor lines of confectionery, including establishments preparing blanched and salted nuts, nut brittle, stuffed fruits, pop corn cake and balls, chewing gum, and

similar products. These investigations supplement the former studies of the candy¹ and canning and preserving² industries.

The investigation covers a four months' period, — in the case of minor lines of confectionery, June through September, 1919; and in the case of food preparations, July through October, 1919. Pay-roll records were secured for 861 women in the two groups of establishments, — 476 representing minor confectionery, and 385 representing food preparations. Of these records, 314 and 287, respectively, were available for tabulation.

Average weekly earnings for adult women with totals for all female employees are shown in Table V, (a) and (b). In minor confectionery establishments four-fifths (80.6 per cent) of the adult women, and practically the same proportion of the entire group of women and girls, received less than \$12 a week; in food preparation establishments nearly three-fifths (59.9 per cent) of the adult women, and slightly more than three-fifths (62.4 per cent) of the entire group, received less than \$12 a week. More than one-half of the women in food preparation establishments, and approximately one-fourth of those in minor lines of confectionery, are paid on a time-rate basis. In food preparation establishments two-fifths (40.1 per cent) of the adult women, and nearly one-half (44.8 per cent) of all women and girls, were scheduled to receive less than \$12 a week, while in minor confectionery establishments the corresponding proportions are two-thirds and seven-tenths, respectively.

The close correspondence, both in rates and earnings, between the age groups indicates that in neither branch of the occupation is there intimate connection between age and earning power. The wage situation appears somewhat more favorable in the food preparation branch than in minor confectionery. In both, however, the level is considerably below that set by the wage boards recently in session as the minimum required to enable a self-dependent woman to meet the cost of living.

¹ Supplementary Report on the Wages of Women in Candy Factories in Massachusetts, January, 1919.

² Wages of Women employed in Canning and Preserving Establishments in Massachusetts, March, 1919.

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TABLE V.—Average Weekly Earnings of 284 Adult Women employed in 10 Establishments engaged in the Manufacture of Minor Confectionery Products and of 241 Adult Women employed in 23 Establishments engaged in the Manufacture of Food Preparations in Massachusetts: by Establishments (Cumulative).

(a) Minor Confectionery.

[Based on pay-roll records for the period June through September, 1919.]

ESTABLISHMENTS.	PER CENT OF WORKERS EARNING —											
	Under \$5.	Under \$6.	Under \$7.	Under \$8.	Under \$9.	Under \$10.	Under \$11.	Under \$12.	Under \$13.	Under \$14.	Under \$15.	\$15 and over.
No. 1.	3.2	14.0	21.0	33.3	51.6	61.8	73.7	79.6	90.9	95.2	95.7	4.3
No. 2.	-	2.0	4.0	18.0	44.0	56.0	66.0	82.0	88.0	98.0	98.0	2.0
No. 3.	-	-	18.2	18.2	72.7	81.8	100.0	100.0	100.0	100.0	100.0	-
No. 4.	-	-	-	-	15.4	48.2	100.0	100.0	100.0	100.0	100.0	-
No. 5.	-	-	-	-	-	-	22.2	44.4	44.4	66.7	77.8	22.2
No. 6.	-	-	-	-	-	20.0	40.0	80.0	80.0	100.0	100.0	-
No. 7.	50.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0	75.0	100.0	-
No. 8.	-	-	-	33.3	100.0	100.0	100.0	100.0	100.0	100.0	100.0	-
No. 10.	-	-	-	-	-	-	-	100.0	100.0	100.0	100.0	-
No. 11.	-	-	-	-	-	-	-	-	-	-	-	100.0
Total.	2.8	19.6	16.3	27.2	47.3	53.3	72.1	80.6	83.0	94.7	95.3	4.2

RESULTS OF INVESTIGATIONS.

(b) Food Preparations.
 [Based on pay-roll records for the period July through October, 1919.]

No. 1,	-	-	-	-	-	2.2	6.5	19.6	32.6	60.9	73.9	26.1
No. 2,	5.6	8.3	13.9	38.9	61.1	72.2	80.6	83.3	88.9	91.7	91.7	8.3
No. 3,	-	5.3	5.3	5.3	10.5	15.8	31.6	57.9	94.7	100.0	100.0	-
No. 4,	-	-	-	-	7.1	21.4	28.6	50.0	64.3	78.6	78.6	21.4
No. 5,	-	-	-	-	12.5	18.8	37.5	56.3	68.8	87.0	83.7	6.3
No. 6,	7.1	7.1	28.6	35.7	71.4	85.7	85.7	92.9	92.9	100.0	100.0	-
No. 7,	-	10.0	10.0	10.0	10.0	30.0	70.0	70.0	70.0	90.0	100.0	-
No. 8,	-	-	-	-	7.7	15.4	15.4	15.4	15.4	23.1	30.8	69.3
No. 9,	-	-	-	-	-	-	11.1	55.6	88.9	88.9	88.9	11.1
No. 10,	42.9	57.1	71.4	85.7	100.0	100.0	100.0	100.0	100.0	100.0	100.0	-
No. 11,	-	-	11.1	44.4	88.9	88.9	100.0	100.0	100.0	100.0	100.0	-
No. 12,	-	-	-	-	-	12.5	37.5	87.5	87.5	100.0	100.0	-
No. 13,	-	-	25.0	25.0	37.5	50.0	62.5	75.0	100.0	100.0	100.0	-
No. 14,	-	-	-	-	-	-	14.3	85.7	100.0	100.0	100.0	-
No. 15,	-	-	-	-	-	16.7	33.3	50.0	66.7	66.7	83.3	16.7
No. 17,	-	-	-	33.3	100.0	100.0	100.0	100.0	100.0	100.0	100.0	-
No. 18,	-	-	-	-	25.0	50.0	75.0	100.0	100.0	100.0	100.0	-
No. 19,	-	-	-	-	-	50.0	100.0	100.0	100.0	100.0	100.0	-

MINIMUM WAGE COMMISSION.

TABLE V. — Average Weekly Earnings of 284 Adult Women employed in 10 Establishments engaged in the Manufacture of Minor Confectionery Products, and of 241 Adult Women employed in 23 Establishments engaged in the Manufacture of Food Preparations in Massachusetts: by Establishments (Cumulative) — Concluded.

(b) Food Preparations — Concluded.

ESTABLISHMENTS.	PER CENT OF WORKERS EARNING —													
	Under \$5.	Under \$6.	Under \$7.	Under \$8.	Under \$9.	Under \$10.	Under \$11.	Under \$12.	Under \$13.	Under \$14.	Under \$15.	\$15 and over.		
No. 20,	-	-	-	-	-	-	-	-	100.0	100.0	100.0	-		
No. 21,	-	-	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	-		
No. 22,	-	-	-	-	-	-	-	-	-	-	-	100.0		
No. 23,	-	-	-	-	-	100.0	100.0	100.0	100.0	100.0	100.0	-		
No. 24,	-	-	-	-	-	-	-	-	100.0	100.0	100.0	-		
Total,	2.5	4.2	8.4	14.8	26.2	34.6	45.1	59.9	72.2	82.7	86.9	13.1		
Total of All Establishments,	2.7	7.7	12.7	21.5	37.7	47.5	59.8	71.2	81.3	89.2	91.7	8.3		
Total of All Women (Adults and Minors) in All Establishments,	3.7	9.2	16.0	25.6	40.4	50.1	62.6	72.9	82.5	90.8	92.7	7.3		

Data concerning earnings of adult women in minor confectionery establishments were not available in establishment No. 9, and in food preparation establishments were not available in establishment No. 16.

RESULTS OF WAGE BOARD ACTIVITIES.

Five wage boards were established by the Commission in 1919. Four of these, the Canning and Preserving, Candy, Corset,¹ and Men's Clothing and Raincoat Wage Boards, have completed their work and submitted reports embodying their determinations. Another, that for the knit goods occupation, is still in session. In addition to these, the Commission has authorized the establishment of wage boards for food preparations, flavoring extracts, and minor lines of confectionery, and for the paper box occupation. Acting upon petitions from employees in the industries in question, the Commission has voted to reconvene the Women's Clothing and Men's Furnishings Wage Boards. An outline of the work of the various boards in session during the year is given below.

Canning and Preserving Wage Board. — Following an investigation² made in 1918-19 into the wages of women employed in the canning and preserving industry, a wage board was established for the occupation. This was a board of 7 members representing both the fish and the fruit preserving branches. The board held its first meeting in the spring of 1919, and after 7 meetings, on June 24 submitted a unanimous report of its determinations. A cost of living budget³ of \$11 a week was estimated as the minimum requirement for a self-supporting woman in the occupation. Basing its determinations upon this estimate, the board recommended a minimum wage rate of \$11 for experienced workers and a minimum of \$8.50 for all others. After provisionally approving this report the Commission held a public hearing on the determinations July 21, 1919. At this hearing no one appeared in opposition to the board's determinations. The Commission thereafter approved these determinations and entered a decree⁴ for the occupation, effective September 1, 1919.

¹ The determinations of the Corset Wage Board were submitted shortly after the close of the fiscal year. They are, however, recorded here for the reason explained on page 33, note 1.

² This included an investigation by the Commission's agents in the summer and fall of 1918; a public hearing for employers in the occupation on the advisability of establishing a wage board; and a supplementary investigation in 1919 into rate increases since the first investigation.

³ See Appendix No. 4.

⁴ Statement and Decree concerning the Wages of Women employed in the Canning and Preserving Occupation in Massachusetts, July 21, 1919.

Candy Wage Board. — An investigation¹ into the wages paid to women and girls employed in candy factories was made in the fall of 1918. The Commission later gave a public hearing with regard to the advisability of establishing a wage board. Employers present at this hearing asked for the opportunity to submit additional data bearing on the wage situation. Action regarding the formation of a board was accordingly deferred. After consideration of the material presented, the Commission decided to establish a wage board² for the occupation. The first meeting was held in May, 1919, and after 7 meetings the board, on June 26, submitted to the Commission a unanimous report, presenting an estimate of \$12.50 as the minimum required to meet the cost of living,³ and recommending that this amount be established as the minimum rate for an experienced woman of ordinary ability, with \$8 as the minimum for all others. The Commission provisionally approved these determinations and gave a public hearing thereon for employers. At this hearing no one appeared in opposition to the board's determinations. The Commission thereafter finally approved the determinations and entered a decree for the occupation to become effective January 1, 1920.⁴

Corset Wage Board. — After an investigation,⁵ made in the spring of 1919 into the wages paid to women and girls employed in corset factories, followed by a public hearing for employers in the industry, the Commission proceeded to form a wage board. Like the Candy Wage Board, this was

¹ This was the second investigation of the candy industry made by the Minimum Wage Commission, the first having been made in 1913-14. Prior to this the Commission on Minimum Wage Boards in 1911 made an inquiry into the wages paid in candy factories.

² This was the second board established for the occupation. The first board, formed in the spring of 1914, submitted a majority report in February, 1915, recommending a minimum rate of \$8.75 a week. A technical defect in the organization of the board prevented the Commission from entering a decree at that time. Attempts to reorganize the board were interrupted by a petition from employers in the occupation for an injunction to restrain the Commission from proceeding in the matter. The Commission refrained from further action and no injunction was issued. Following the decision of the Supreme Judicial Court, September 24, 1918, upholding the constitutionality of the law creating the Commission and defining its powers, a reinvestigation of the candy industry was made and a new board formed for the occupation.

³ In view of the advance in the cost of living in the four-year period, a comparison of the reports of the two boards on this subject may be of interest. The minimum budgets adopted by the first and second Candy Wage Boards are given in Appendix No. 4.

⁴ Statement and Decree concerning the Wages of Women employed in the Candy Making Occupation in Massachusetts, July 19, 1919.

⁵ The Commission made its first investigation into the wages of women in corset factories in 1913 and 1914.

the second to be established for the occupation. The first meeting was held on October 2, 1919, and after 9 meetings¹ the board submitted a report of its determinations,¹ one member only dissenting. A cost of living budget² of \$13 a week was adopted as the minimum required to maintain in health a self-supporting woman in the occupation. This amount was recommended as the minimum rate for an experienced woman, with rates of \$8 and \$10, respectively, for minors and inexperienced workers.

Men's Clothing and Raincoat Wage Board. — Acting upon a petition³ from employees in the men's clothing and raincoat industry for a revision of the rates established by the decree⁴ entered for that occupation, the Commission voted, in accordance with the provisions of the law,⁵ to reconvene the Men's Clothing and Raincoat Wage Board. This was a board of 15 members. Six of the members of the first board and 1 member who served as a substitute on that board consented to serve again. The remaining places were filled by appointments from names submitted by associations of employers and of employees in the occupation. The board met for organization on October 24, 1919, and after 5 meetings, on November 26, 1919, submitted a unanimous report of its determinations. It estimated that living expenses have advanced approximately 50 per cent since July, 1917, when the first report was made fixing \$10 as the minimum weekly requirement for a self-supporting woman. Basing its findings upon this estimate, the board recommended a minimum wage of

¹ Although the work of the corset board was still in progress at the close of the fiscal year (the board reported on December 9, 1919), the result is recorded here, since it logically belongs in the present report as a part of the work for which the Minimum Wage Commission is responsible. The determinations of the board have recently been approved, and a decree entered, effective March 1, 1920, "Statement and Decree concerning the Wages of Women employed in Corset Factories in Massachusetts."

² See Appendix No. 4.

³ "We believe the decree regarding minimum wage for men's clothing workers, as issued by the Minimum Wage Commission, to be insufficient. Since those decrees were issued the cost of living has advanced steadily, to such an extent that they are no longer capable of supporting the worker in health and of meeting the increased cost of living. We therefore petition for a revision of these rates thru the establishment of a new wage board for men's clothing workers." (Petition received by Commission, July, 1919.)

⁴ Statement and Decree concerning the Wages of Women in Men's Clothing and Raincoat Factories in Massachusetts, August 31, 1917.

⁵ "Whenever a minimum wage rate has been established in any occupation, the commission may, upon petition of either employers or employees, reconvene the wage board or establish a new wage board, and any recommendations made by such board shall be dealt with in the same manner as the original recommendation of a wage board." (Section 8, chapter 706, Acts of 1912, as amended.)

\$15 a week for experienced women, and minimum rates of \$7 and \$10 for beginners and apprentices. These determinations have been provisionally approved by the Commission. Their final approval and the entering of a decree embodying them is a matter for action by the board which assumes the functions of the Commission. As this is the first wage board to be formally reconvened,¹ its action is of particular significance.

Knit Goods Wage Board. — Following an investigation² into the wages of women employed in the manufacture of sweaters and miscellaneous knit goods, a wage board was established for this branch of the hosiery and knit goods occupation. Its scope was defined as all lines of knit goods, with the exception of standard lines of hosiery and underwear, but including all varieties of athletic knit goods. A board of 7 members was established. The board has held 5 meetings, the first on November 7, 1919, and is still in session.

Summary. — The results of wage board activities during the year just ended are of interest for several reasons. Two of the boards, the Candy and the Corset Wage boards, were the second to be formed for their respective occupations. A third, the Men's Clothing and Raincoat Wage Board, was the first board to be reconvened on petition for a revision of the established rates. With the single exception of the Corset Wage Board, all the boards have submitted unanimous reports; and in this particular instance only one vote was lacking to secure the same result. In distinction from the precedent set by a majority of the former boards, all of those reporting this year have recommended a minimum rate which would meet the cost of living as they determined it. The rates recommended are higher than those fixed the previous year, and considerably above any in effect in 1918. The average of the four sets of determinations reported in 1919 is approximately \$13. The determinations of the Men's Clothing and Raincoat Wage Board, fixing a \$15

¹ In this connection the original report of the board is of interest. In recommending a minimum rate of \$9, the board stated: "This finding of a minimum wage for experienced workers of \$9 a week was made with the express understanding that the conclusions are but tentative, and that it should in all probability be revised by subsequent procedure in order that no hardship either to employers or employees shall result." (Report of Men's Clothing and Raincoat Wage Board, July, 1917. See "Statement and Decree concerning the Wages of Women in Men's Clothing and Raincoat Factories in Massachusetts, August 31, 1917.")

² An investigation of the entire industry was made by the Commission in June and July, 1919.

minimum, represent the highest rate provided by any minimum wage decree in this State.

ENFORCEMENT OF WAGE DECREES.

Inspections to ascertain compliance with the Commission's decrees have been made or completed during the year in every occupation covered by minimum wage determinations. These are the brush, laundry, retail store, women's clothing, men's clothing and raincoat, men's furnishings, muslin underwear,¹ retail¹ and wholesale millinery, office and other building cleaners, and canning and preserving industries. The last mentioned five represent the first inspections since the decree was entered. The remainder are reinspections. That of the laundry industry, however, is the first complete inspection in this occupation since the decree became operative, and represents part of the program of interrupted work which the Commission undertook to carry out this year. The inspections under the early decrees were made primarily for the purpose of ascertaining the wage situation in occupations where existing rates are obviously out of date. A summary of the results of the various inspections is given below.

Brush Industry. — In January, February, and March, 1919, the Commission made its fourth inspection of the payroll records of brush factories under the decree² which went into effect August 15, 1914. Only 2 cases of non-compliance, a percentage of .3, were found. Both were in the same factory. In 1 case the wages were raised in accordance with the decree. In the other case the employee left the employ of the firm.

This inspection showed that women were employed in 24 establishments in 1918-19, as compared with 23 at the time of the last investigation. The number of women employed in these firms, however, had decreased from 871 to 689. In general, a larger percentage were on piece rates than in any previous year. Owing to this change, a comparison of time rates is not representative. Weekly earnings as found in the first investigation and in each succeeding inspection are presented in the following table: —

¹ In the case of muslin underwear and retail millinery establishments the work was started in the latter part of the previous year and completed this year.

² Statement and Decree concerning the Wages of Women in the Brush Industry in Massachusetts, August 15, 1914.

MINIMUM WAGE COMMISSION.

Weekly Earnings of Women employed in Brush Factories, 1913, 1915, 1917 and 1919.

YEAR.	NUMBER AND PER CENT OF WORKERS EARNING —												TOTAL.			
	UNDER \$4.		\$4 AND UNDER \$5.		\$5 AND UNDER \$6.		\$6 AND UNDER \$7.		\$7 AND UNDER \$8.		\$8 AND UNDER \$9.		\$9 AND OVER.		Num-ber.	Per Cent.
	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.		
1913,	63	12.1	123	23.6	134	25.7	73	14.0	46	8.8	29	5.6	53	10.2	521	100.
1915,	16	3.3	31	6.4	49	10.1	93	19.2	143	29.5	59	12.1	94	19.4	485	100
1917,	46	5.3	16	1.8	35	4.0	74	8.5	140	16.1	161	18.5	399	45.8	871	100
1919,	19	2.8	11	1.6	8	1.2	20	2.9	32	4.6	54	7.8	545	79.1	689	100

Laundry Industry. — The first thorough inspection of laundries since the laundry decree¹ went into effect was conducted in the early part of the present year. This action was made possible by the favorable court decision² sustaining the Commission's authority to determine compliance with its decrees. In this inspection pay-roll records were secured for 2,441 women and girls in 120 laundries located in the principal cities and towns throughout the State. According to the most recent figures³ available, this represents approximately 52.4 per cent of the women employed in this occupation in Massachusetts. There were 16 cases of non-compliance found in 11 firms. Of these, 9 were adjusted by an increase in wages; 1 woman left the employ of the firm before adjustment was made; 5 applied for and received special licenses authorizing them to work at rates below the minimum; the remaining case is of the special license type.

A comparison of the wage situation in laundries in 1913, the time of the original investigation, and that existing in 1918-19, is shown in the following table: —

Weekly Rates of Women employed in Laundries, 1913 and 1918-19.

YEAR.	PER CENT OF WORKERS WITH RATES OF —			
	Under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and over.
1913,	55.1	16.5	12.4	16.0
1918-19,	1.0	2.9	10.0	86.1

Retail Store Industry. — A thorough reinspection under the Retail Store Decree⁴ was made by agents of the Commission in the early part of the year. This action was taken in accordance with a resolution⁵ passed by the Retail Store Wage Board, November 29, 1918, recommending that the minimum rate should be raised immediately to at least \$10 a week, and

¹ Statement and Decree concerning the Wages of Women in Laundries in Massachusetts, July 1, 1915.

² *Holcombe v. Creamer*, 231 Mass. 99.

³ Massachusetts Bureau of Statistics, *Statistics of Manufactures*, 1917.

⁴ Statement and Decree concerning the Wages of Women in Retail Stores in Massachusetts, September 15, 1915.

⁵ Recommendations for increase in minimum wage rates for retail stores, November 29, 1918.

urging strict enforcement of the existing decree. The inspection covered the principal localities in the State. Records were secured for 12,618 women and girls employed in 216 retail establishments, including 8 five-and-ten-cent stores and 4 twenty-five-and-fifty-cent stores. The results of this inspection are shown in the following tables. In the regular retail establishments only 23.2 per cent of the women, including minors and inexperienced workers, had rates below \$10 a week. The median wage in these establishments was between \$11 and \$12. Office and alteration workroom employees represent the best-paid groups, while messengers and bundlers form the lowest. In the five-and-ten and twenty-five-and-fifty cent stores the rates are considerably below those in the other establishments. The median wage was between \$9 and \$10. Over one-half (55.3 per cent) of the women employed in these stores had weekly rates of less than \$10.

From the returns it would appear that the provisions embodied in the resolution of the wage board are in effect quite generally in the regular retail establishments. As the recommendations, however, do not have the force of a decree, it was not possible to determine definite compliance or to secure adjustment where the rates were below the proposed scale. Under the law, the only decree that the Commission could attempt to enforce was that providing an \$8.50 minimum. Based on this decree 29 cases of non-compliance, representing .2 per cent of the total number of women for whom records were secured, were found in 16 establishments. In 27 cases, representing 15 stores, the necessary wage adjustments were made. The two remaining cases were dropped because the firm was on the verge of bankruptcy.

ENFORCEMENT OF DECREES.

Weekly Rates of 11,911 Women employed in 195 Retail Stores in Massachusetts: by Occupations.

OCCUPATIONS.		NUMBER AND PER CENT OF WORKERS WITH WEEKLY RATES OF —											Total.	
		Under \$7.	\$7 and under \$8.	\$8: and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and under \$16.	\$16 and under \$17.		\$17 and over.
SALESWOMEN: —		64	111	461	539	1,859	523	1,539	322	403	507	169	602	7,149
Number,		.9	1.6	6.5	8.2	26.0	7.3	21.5	4.5	5.6	7.1	2.4	8.4	100
Per cent,														
OFFICE EMPLOYEES: —		7	65	126	159	392	138	329	115	121	149	65	203	1,369
Number,		.4	3.5	6.7	8.5	20.9	7.4	17.6	6.1	6.5	8.0	3.5	10.9	100
Per cent,														
COUNTER CASHIERS AND EXAMINERS: —		37	88	230	132	87	74	84	9	13	7	—	6	767
Number,		4.8	11.5	30.0	17.2	11.3	9.6	11.0	1.2	1.7	.9	—	.8	100
Per cent, ¹														
STOCK GIRLS: —		21	45	113	58	112	21	64	6	4	13	1	4	492
Number,		4.5	9.7	24.5	12.6	24.2	4.5	13.9	1.3	.9	2.8	.2	.9	100
Per cent,														
ALTERATION WORKROOM EMPLOYEES: —		2	3	11	17	83	43	97	28	18	21	7	80	410
Number,		.5	.7	2.7	4.2	20.2	10.5	23.7	6.8	4.4	5.1	1.7	19.5	100
Per cent,														

¹ Of the total number of women for whom wage records were obtained, 13 were paid on a piece basis, 12 on a commission basis, and \$14 on a commission basis in addition to their regular wage.

² Of this group, 579 women were receiving between \$8.50 and \$9:—(saleswomen, 337; office employees, 69; cashiers and examiners, 66; messengers and bundlers, 22; stock girls, 67; alteration, 10; and miscellaneous, 8).

MINIMUM WAGE COMMISSION.

Weekly Rates of 11,211 Women employed in 195 Retail Stores in Massachusetts: by Occupations — Concluded.

OCCUPATIONS.	NUMBER AND PER CENT OF WORKERS WITH WEEKLY RATES OF —													Total.			
	Under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and under \$16.	\$16 and under \$17.	\$17 and over.					
MESSENGERS AND BUNDLERS: —																	
Number,	24	35	81	20	26	3	5	1	—	1	—	—	—	—	—	—	1
Per cent,	12.2	17.8	41.1	10.2	13.2	1.5	2.5	.5	—	.5	—	—	—	—	—	—	.5
MISCELLANEOUS: —																	
Number,	19	28	18	33	94	37	50	30	18	16	3	11	—	—	—	—	11
Per cent,	5.3	7.9	5.0	9.3	26.3	10.4	14.0	8.4	5.0	4.5	.8	3.1	—	—	—	—	3.1
Total: —																	
Number,	174	375	1,049	1,008	2,653	839	2,168	511	577	714	245	907	—	—	—	—	11,211
Per cent,	1.6	3.3	9.3	9.0	23.7	7.5	19.3	4.5	5.1	6.4	2.2	8.1	—	—	—	—	100
Cumulative total: —																	
Number,	174	549	1,589	2,597	5,250	6,089	8,257	8,768	9,345	10,059	10,304	907	—	—	—	—	907
Per cent,	1.6	4.9	14.2	23.2	46.8	54.3	73.7	78.2	83.4	89.7	91.9	97.0	—	—	—	—	97.0

ENFORCEMENT OF DECREES.

Weekly Rates of 499 Women employed in 12 Five-and-ten-cent Stores¹ in Massachusetts: by Occupations.

OCCUPATIONS.	NUMBER AND PER CENT OF WORKERS WITH WEEKLY RATES OF —													Total.	
	Under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and under \$16.	\$16 and under \$17.	\$17 and over.			
SALESWOMEN: —															
Number,	14	21	43	195	99	40	29	16	8	13	2	9	489		
Per cent,	2.9	4.3	8.8	39.9	20.2	8.2	5.9	3.3	1.6	2.7	.4	1.8	100		
OFFICE EMPLOYEES: —															
Number,	—	—	1	1	1	1	—	1	1	—	1	2	9		
Per cent,	—	—	11.1	11.1	11.1	11.1	—	11.1	11.1	—	11.1	22.2	100		
COUNTER CASHIERS AND EXAMINERS: —															
Number,	—	—	—	1	—	—	—	—	—	—	—	—	1		
Per cent,	—	—	—	100.0	—	—	—	—	—	—	—	—	100		
Total: —															
Number,	14	21	44	197	100	41	29	17	9	13	3	11	499		
Per cent,	2.8	4.2	8.8	39.5	20.1	8.2	5.8	3.4	1.8	2.6	.6	2.2	100		
Cumulative total: —															
Number,	14	35	79	276	376	417	446	463	472	485	488	499			
Per cent,	2.8	7.0	15.8	55.3	75.4	83.6	89.4	92.8	94.6	97.2	97.8	99.8	100		

¹ There are 4 twenty-five-and-fifty-cent stores included in this group. ² Of this group, 24 saleswomen were receiving between \$8.50 and \$9.

Women's Clothing Industry. — Reinspection of shops coming under the provisions of the Women's Clothing Decree¹ was conducted in December, 1918, and January, 1919. This was the third inspection made since the decree went into operation, February 1, 1917. Pay-roll records were secured from 22 firms. As several firms included in the former investigations, those of 1915 and of 1917, had gone out of business, or had changed from a time-rate to a piece-rate basis, comparison for the three periods can be made between only 16 firms, all located in Boston.

¹ Statement and Decree concerning the Wages of Women in Women's Clothing Factories in Massachusetts, September 28, 1916.

Weekly Rates of Women employed in Women's Clothing Establishments, 1915, 1917 and 1918.

YEAR.	NUMBER AND PER CENT OF WORKERS WITH WEEKLY RATES OF —												TOTAL.			
	UNDER \$5.		\$5 AND UNDER \$6.		\$6 AND UNDER \$7.		\$7 AND UNDER \$8.		\$8 AND UNDER \$9.		\$9 AND UNDER \$10.		\$10 AND OVER.		Num-ber.	Per Cent.
	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.		
1915, .	7	2.7	21	8.2	31	12.1	43	16.8	40	15.6	47	18.4	67	26.2	256	100
1917, .	-	-	1	.3	13	4.1	28	8.7	45	14.1	67	20.9	166	51.9	320	100
1918, .	-	-	-	-	1	.4	1	.5	4	1.7	23	9.9	203	87.5	323	100

A progressive increase in rates is shown for each period, that for the last being particularly marked, the proportion of women having rates of \$10 and over in each period being 26.2 per cent, 51.9 per cent, and 87.5 per cent, respectively. In 2 firms 8 cases of non-compliance were found. Of these, 2 were adjusted by an increase in wages; the remainder were of the special license type.

Men's Clothing and Raincoat Industry. — A reinspection under the Men's Clothing and Raincoat Decree,¹ which became effective January 1, 1918, was made during March and April of the present year. Agents of the Commission visited 79 establishments engaged in the manufacture of men's outer garments, and secured pay-roll records for 1,195 women and girls employed by these firms. Only 1 case of non-compliance was found. This was adjusted by raising the wage. Wage rates in this occupation show more striking increases than in any other investigation made by the Commission. These increases are, however, mainly due to changes in economic conditions, and to trade agreements within the industry. In 1915, the period covered by the original investigation, over three-fourths of the women (77.8 per cent) had rates under \$9. The present inspection showed only one-twentieth (5.3 per cent) with rates as low as that. Nearly one-half, however, had rates less than \$13 a week.

Men's Furnishings Industry. — The first inspection under the Men's Furnishings Decree,² which went into operation February 1, 1918, was made in the early part of that year. A second inspection was started in December, 1918. A transcript of a week's pay-roll was made in 48 factories and shops engaged in manufacturing workingmen's garments, men's furnishings, and other articles specified in the Men's Furnishings Decree. In this inspection 25 cases of non-compliance were found in 14 factories. Of these, 16 were of the special license type. Seven of the cases were adjusted by raising wages, and in the two remaining cases the workers left the employ of the

¹ Statement and Decree concerning the Wages of Women in Men's Clothing and Raincoat Factories in Massachusetts, August 31, 1917.

² Statement and Decree concerning the Wages of Women employed in the manufacture of Men's and Boys' Shirts, Overalls and Other Workingmen's Garments, Men's Neckwear and Other Furnishings, and Men's, Women's and Children's Garters and Suspenders in Massachusetts, October 26, 1917.

firm.¹ Although approximately only one-tenth of the women had rates below \$9, one-half had rates below \$12 a week. Very few were found receiving rates of \$15 a week or over.

Muslin Underwear Industry.—The inspection under the Muslin Underwear Decree,² effective August 1, 1918, was started last November, and completed the following December. In all, 77 firms were visited, and wage records secured for 1,695 women and girls. Full compliance with the provisions of the decree was found in 59 firms. In 18 firms there were 39 cases of non-compliance. Increases in rates to meet the required minimum were made in 18 cases. Special licenses were granted to 11 women authorizing their employment at rates below the minimum, and 10 women left the employ of the firms.

Although the inspection shows a considerable advance in earnings since 1915-16, the period covered by the original investigation, this advance is not comparable with the increase in the cost of living within the same period. A comparison of earnings for the year 1915-16 with those in effect at the time of the inspection is given in the table following:—

¹ One of the women was discharged and the other left voluntarily.

² Statement and Decree concerning the Wages of Women in Muslin Underwear, Petticoat, Apron, Kimono, Women's Neckwear, and Children's Clothing Factories in Massachusetts, July 1, 1918.

MINIMUM WAGE COMMISSION.

Weekly Earnings of Women employed in Muslin Underwear Factories, 1915-16 and 1919.

YEAR.	NUMBER AND PER CENT OF WORKERS EARNING —										TOTAL.			
	UNDER \$5.		\$5 AND UNDER \$6.		\$6 AND UNDER \$7.		\$7 AND UNDER \$8.		\$8 AND UNDER \$9.		\$9 AND OVER.		Num-ber.	Per Cent.
	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.		
1915-16,	721	29.1	474	19.1	432	17.4	362	14.6	222	8.9	270	10.9	2,481	100
1919,	103	6.1	49	2.9	83	4.9	87	5.1	114	6.7	1,258	74.3	1,694	100

Of the 2,481 women included in the several branches of the industry covered in 1915-16, only one-tenth (10.9 per cent) had average weekly earnings of \$9 or over. The wage record based on one week's pay-roll taken in November and December, 1918, gives three-fourths (74.3 per cent) of the women with earnings of \$9 a week and over.

Retail Millinery Industry. — The inspection under the Retail Millinery Decree¹ was commenced in November, 1918, and completed this year. In all, 174 workrooms were visited and wage records secured for 562 women and girls. In addition, a number of reinspections were made for the purpose of making adjustments. In 13 shops there were 14 cases where the rates fell below the minimum, or 2 per cent of the total. Of these, 4 were settled at the time of inspection by wage adjustment and 4 women left the employ of the firms in question. On later reinspection it was found that wages had been raised in 4 of the other cases, and that in the 2 remaining cases the women had left.

A comparison of the rates in effect at the time of the inspection with those of 1916, the date of the investigation preceding the establishment of the wage board, is shown in the table following. This gives 82.0 per cent of women and girls with weekly rates of \$10 and over in 1918-19, as compared with 45.6 per cent in 1916.

¹ Statement and Decree concerning the Wages of Women in Retail Millinery Workrooms in Massachusetts, July 1, 1918.

MINIMUM WAGE COMMISSION.

Weekly Rates of Women employed in Retail Millinery Establishments, 1916 and 1918-19.

YEAR.	PER CENT OF WOMEN WITH WEEKLY RATES OF —										Total.
	Under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and over.	
1916,	24.4	5.3	16.2	8.5	14.1	5.3	10.3	1.8	1.2	12.9	100
1918-19.	7.0	3.0	4.3	3.7	14.4	4.1	18.7	3.7	4.8	36.3	100

Wholesale Millinery Industry.—The decree¹ establishing a minimum wage for women and girls employed in the wholesale millinery occupation became effective January 1, 1919. It provides a rate of not less than \$11 a week for women eighteen years of age or over who have been employed in the industry for at least four seasons, with rates of \$6, \$7, \$8, and \$9 for other workers, according to their experience.

Inspection to determine compliance with the recommendations of the Commission was started soon after the decree went into operation. Agents of the Commission visited 28 establishments engaged in the manufacture of ready-to-wear hats, satin and velvet shapes, and wire and buckram frames, including several straw hat factories handling these lines. This represents the greater part of the industry in the State. A transcript was made of a week's pay-roll record for 841 female employees in these factories. Full compliance with the provisions of the decree was found in 22 establishments. In 6 establishments 10 cases of non-compliance were found. In 6 cases wages were raised to comply with the decree. Two were of the special license type. In one case the employee left the employ of the firm, and in the remaining case the employee was discharged.

Weekly rates for women employed in wholesale millinery establishments and on those processes in straw hat factories coming within the scope of the decree are shown in the following table. This compares the wage situation found in 1916, the period covered by the first investigation, with that in effect in 1919. As the supplementary investigation made by the Commission in the summer of 1918 showed little improvement in wages, a considerable part of the increase indicated by the figures presented may be ascribed to the effect of the decree.

¹ Statement and Decree concerning the Wages of Women in the Wholesale Millinery Occupation in Massachusetts, November 30, 1918.

MINIMUM WAGE COMMISSION.

Weekly Rates of Women employed in Wholesale Millinery and Straw Hat Establishments, 1916 and 1919.

YEAR AND INDUSTRY.	PER CENT OF WOMEN WITH WEEKLY RATES OF —										Total.
	Under \$7.	\$7 and under \$8.	\$8 and under \$9.	\$9 and under \$10.	\$10 and under \$11.	\$11 and under \$12.	\$12 and under \$13.	\$13 and under \$14.	\$14 and under \$15.	\$15 and over.	
WHOLESALE MILLINERY: —											
1916,	26.2	12.1	15.4	20.8	14.1	1.4	6.0	.7	1.3	2.0	100
1919,	1.7	2.1	4.4	2.4	8.3	18.6	29.3	10.0	5.5	19.7	100
STRAW HATS: —											
1916,	20.5	26.8	5.4	14.3	4.5	8.9	9.8	1.8	.9	7.1	100
1919,	-	3.0	-	14.1	12.1	7.1	14.2	8.1	1.0	40.4	100

Office and Other Building Cleaners.—Following the date when the decree¹ for office and other building cleaners became effective, April, 1919, an inspection was started to determine compliance with the recommendations and to ascertain their effect upon rates. The decree fixes a minimum of 30 cents an hour for night work, and 26 cents an hour for day work. The inspection included 1,353 women employed in 207 office and other buildings in Massachusetts. One hundred per cent compliance was found in 200 buildings. In 7 buildings 42 cases of non-compliance were found, all of which were adjusted by increasing wages to meet the requirements of the decree.

The number of women who received specified raises in rates at the time the decree became effective is shown in the following table:—

Increases in Weekly Rates of Women employed as Office and Other Building Cleaners, 1919.

NUMBER OF WOMEN RECEIVING RAISES IN WEEKLY RATES OF —							Total.
Under 50 Cents.	50 Cents and under \$1.	\$1 and under \$1.50.	\$1.50 and under \$2.	\$2 and under \$2.50.	\$2.50 and under \$3.	\$3 and over.	
3	57	175	98	23	7	1	364

This indicates that approximately one-fourth of the women had increases ranging from 50 cents to \$3 a week and over. The actual number who received increases as a direct result of the decree is much larger than this, since in many instances the adjustment was made before the date the decree became effective.¹ In other cases no records had been kept prior to the inspection, so that it was impossible to determine whether an advance had been made. A fairer basis for estimating the change effected by the decree is a comparison of the rates in 1916-17, the period covered by the original investigation, with those in effect at the time of the inspection in the spring of 1919. This change is indicated by the following table:—

¹ The wage board was in session during the spring and summer of 1918. The decree was entered in January, 1919, and did not become effective until April 1 of this year.

*Weekly Rates of Women employed as Office and Other Building Cleaners,
1916-17 and 1919.*

YEAR.	NUMBER AND PER CENT OF WOMEN WITH WEEKLY RATES OF —								TOTAL.	
	UNDER \$7.		\$7 AND UNDER \$8.		\$8 AND UNDER \$9.		\$9 AND OVER.			
	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.	Num-ber.	Per Cent.
1916-17, . . .	240	27.9	431	50.2	140	16.3	48	5.6	859	100
1919, . . .	37	2.9	165	13.0	135	10.6	937	73.5	1,274	100

At the time of the first investigation, only one-twentieth of the 859 women for whom wage records were available had rates of \$9 a week or more. The inspection showed that nearly three-fourths of the 1,274 women for whom information was secured had rates of \$9 or over. On the average, rates have advanced about \$2 a week since the previous investigation. Although part of this increase was due to a rather general raise in rates in the spring of 1918, a considerable part is unquestionably due to the minimum wage decree.

Canning and Preserving Industry. — The decree¹ for the canning and preserving occupation went into effect September 1, 1919. This provides a minimum rate of \$11 for experienced women eighteen years of age or over, and \$8.50 for all with less than one year's experience in the industry. Immediately thereafter an inspection of all establishments affected by the decree was started. A transcript was made of one week's pay-roll in 35 establishments employing 650 women and girls. Full compliance with the recommendations of the Commission was found in 31 establishments, and for 98.5 per cent of the total number of women for whom records were secured. In 4 establishments there were 10 cases where the rates fell below the minimum. Nine of these were adjusted by raising wages. In the remaining case a special license was granted authorizing employment at less than the minimum.

¹ Statement and Decree concerning the Wages of Women employed in the Canning and Preserving Occupation in Massachusetts, July 21, 1919.

The following tabular summary shows the number of women who received specified increases directly after the decree became effective. Records of former rates were not available in all firms, so the actual number receiving increases is not presented. In 11 firms where full information was available the rates of 127 women were raised, the amounts ranging from a few cents to slightly over \$3, the greater part varying \$1 to \$1.50 a week. The women receiving increases represent 25.5 per cent of all the women in these establishments. Information as to the extent to which the decree was responsible for these increases is not available.

Increases in Rates of Women employed in Canning and Preserving Establishments, following September, 1919.

NUMBER OF WOMEN RECEIVING SPECIFIED INCREASES OF —							Total.
Under 50 Cents.	50 Cents and under \$1.	\$1 and under \$1.50.	\$1.50 and under \$2.	\$2 and under \$2.50.	\$2.50 and under \$3.	\$3 and over.	
2	7	86	3	28	—	1	127

A comparison of the rates in the same group of establishments¹ included in the original investigation (1917-18) and in the inspection in the fall of 1919 shows a striking change in the wage situation. The increase is particularly noticeable in the fish-canning firms. In 1917-18 only 5.9 per cent of the women in the two branches had rates of \$10 or over. In 1919 this percentage had increased to 84 per cent. A considerable part of this increase was unquestionably due to the decree.

Summary. — In all the inspections made during the year, covering 1,030 establishments, and representing 24,815 women, only 196 cases of non-compliance were found, or a total of .7 per cent of the entire number for whom records were secured. Of these 196 cases, 42, or 21.5 per cent, were of the special license type; 130, or 66.3 per cent, were adjusted by the employers by raising wages; in 22 cases, representing 11.2 per cent, the women left the employ of the

¹ The figures are strictly comparable, as only those firms have been included which were investigated and had time-rate workers in each year.

firm¹; 2 cases, representing 1.0 per cent, were dropped because the firm was on the verge of bankruptcy.² The disposition of all of the special cases under the various inspections is shown in the tabular summary in the secretary's report.

So far as determining compliance with wage recommendations, inspections under the early decrees are of little value. They are, however, of distinct interest in showing existing wage conditions in the occupations covered. In the case of decrees recently entered, the inspections have a definite relation to enforcement.

The result of the work indicates substantially complete compliance with the determinations. In practically every instance where rates were found below the minimum the necessary adjustment has been made. In addition to the adjustment of wage rates, 20 cases involving the posting of notices, opening books to inspection, and keeping records required have been settled. There are no cases of this sort outstanding. Moreover, all of the adjustments have been made without recourse to legal action.

The question is sometimes raised as to the number of women who have received wage advances as a result of the Commission's decrees. No definite figures can be given. An effort to secure information on the subject is made at the time of the first inspection under a decree, by taking the rates immediately before and immediately after the decree becomes effective. The result, however, is neither complete nor representative. In some instances the former rates are not available. This is particularly the case with small establishments employing only one or two women, a situation general in the retail millinery trade, or where there is a high labor turnover. Even where the earlier rates are secured, they are rarely of significance for the purpose desired, since the adjustment may have been made at any time after the decree was entered. As a matter of fact, such adjustments are frequently effected in advance of the required time,

¹ So far as information is available in only 3 cases were employees discharged.

² The Commission endeavors to secure compliance with the spirit of the decrees, which means making the necessary wage adjustment to meet the required provisions. Technical compliance with the letter of a decree secured through the discharge of employees is not desired.

especially when a period of several months intervenes between the date the determinations are approved and the date they become operative. It sometimes happens that employers anticipate the entrance of a decree or even the establishment of a wage board by increasing rates directly following an investigation of their industry. Reinvestigations made within a few months of the original one have usually shown such advances, indicating that the wage inquiry of itself results in stimulating rates.

Practically the only way of estimating wage increases in an occupation resulting from a decree is through a comparison of wage conditions prior to the establishment of a wage board with that found by the inspection following the date the determinations become effective. In drawing such comparison, however, allowance must be made for other factors that may have entered into the wage increase. This is particularly true when considerable time has elapsed between the two investigations, and where there have been abnormal fluctuations in wage rates. For this reason, such comparisons during the period of the war are unsatisfactory.

From the evidence at hand, however, it would appear that the decrees have resulted in advanced rates for a considerable number of women and girls in the occupations affected. That the adjustments necessary to secure this have been effected in such a way that no occasion has arisen for employing the Commission's powers of publicity is evidence, not only of the reasonableness of the decrees, but also of the cooperation of employers in accepting the recommendations of the Commission. It indicates, further, a changing attitude in regard to the minimum wage work; a recognition on the part of many business men that a minimum wage is as much in their interest as in the interest of their employees; that since it is a minimum, and not a standard wage, it protects them from unfair competition by leveling up rates at the lower end of the scale to more nearly approximate those set by representative employers in the occupation.

OUTLOOK FOR 1920.

Wage Board Activities. — The past year has been one of exceptional activity in wage board work. The prospect for the coming year points to continued expansion. The steady advance in living expenses has created a particularly acute problem in the case of workers whose earnings in normal times bring them close to the margin. The ones who benefited least from war-time increases in wages were the women and girls employed in unskilled or semi-skilled occupations outside the distinct "war industries." In general, the wage situation for these workers was less favorable than before the war. In addition, the industrial readjustment following the armistice involved for many a reduction in rates and bonuses. Investigations made by the Commission during this period indicate the seriousness of the problem and the need for wage board action.

Revision of Rates. — In view of the changes within the past two years, the provisions of the early decrees are meaningless. Petitions asking for revision of rates in order to meet the increase in the cost of living have been received from workers in four occupations for which decrees have been entered. The wage boards for three of these occupations have been or are being reconvened. As there appears little definite prospect of relief from rising prices, it is reasonable to expect that further petitions of this nature will be submitted during the coming year.

Increases in Cost of Living. — The cost of living has advanced steadily since the armistice. The increase has been most pronounced in those items that represent the major part of the budget of the working girl: food, clothing, rent, and car fare. The largest single advance is that in women's clothing, — an increase of 192 per cent from December, 1914, to December, 1919.¹ Of this increase 31 per cent occurred between December, 1918, and December, 1919. The next largest increase has been in food, — an advance of 83 per cent since December, 1914; and 3 per cent since December, 1918.¹ Changes in retail food prices since the dates

¹ From information received from the United States Bureau of Statistics.

that the various decrees entered by the Commission became effective are shown in Diagram I, frontispiece. An estimate of the changes during the same period in the principal items in the working girl's budget,¹ weighted according to their relative importance, indicates for all a general trend upward for the past year.

To a certain extent these increases in the cost of living are reflected in the more recent wage board determinations.² The minimum rate of \$12.50 set by the Candy Board which reported in June represents an advance of approximately 42.9 per cent over the \$8.75 minimum recommended by the former board in February, 1915. The \$13 minimum of the Corset Board, reported at the close of the year, is an advance of 62.5 per cent over the \$8 rate considered³ by the first board in its session in the fall of 1915. The most striking advance is that made by the reconvened board for the men's clothing and raincoat occupation, which reported in the latter part of November of this year, recommending a minimum rate of \$15 a week. This represents an increase of 66.7 per cent over the \$9 rate reported by the board July, 1917, and an advance of 50 per cent over the cost of living as found by the board at that time.

Comparison of Massachusetts Rates with those in Effect in Other States. — With these decrees in effect, Massachusetts rates will compare favorably with those in other States. Outside the District of Columbia, the highest minimum in the United States is the \$13.50 rate established this summer by California for mercantile establishments,⁴ the canning industry,⁴ and hotels and restaurants.⁵

Washington established for the period of the war a uniform rate of \$13.20 for all occupations.⁶ Wisconsin has this year fixed a minimum hourly rate of 22 cents, which for full-time employment (fifty-six hours for adult women) yields \$12.32.⁷

¹ Appendix No. 5.

² For comparison of the changes in the food cost of living and in minimum rates, see Diagram I, frontispiece.

³ No agreement was reached by the first board, but the rate suggested by the chairman and discussed by the board was \$8 a week.

⁴ United States Bureau of Labor Statistics, *Monthly Labor Review*, August, 1919, pp. 200-205.

⁵ *Ibid.*, November, 1919, pp. 215-217.

⁶ *Ibid.*, November, 1918, pp. 177-179.

⁷ *Ibid.*, September, 1919, pp. 254-256.

In Oregon the rate is \$11.61.¹ Kansas² and Minnesota³ have established \$11 as the minimum. The highest minimum wage determinations in effect are those entered this year by the District of Columbia Minimum Wage Board, providing a rate of \$15.50 in the printing, publishing, and allied trades,⁴ and \$16.50 for mercantile establishments.⁵ Texas is considering a \$15 minimum for all occupations.

Recent Developments in Minimum Wage Work. — In addition to the establishment of the rates just mentioned, the most important developments in this country during the past year are the passage of minimum wage laws by Texas, North Dakota, and Porto Rico. Both the Texas and North Dakota laws are modeled on the Oregon one. In North Dakota the law is administered by the Workingmen's Compensation Bureau, and authorizes the fixing of standards of hours as well as rates.⁶ In Texas the work is conducted by the Industrial Welfare Commission.⁷ The Porto Rico law, like that of Arkansas and Utah, provides a flat rate minimum.⁸ This act, which became effective September 7 of the present year, fixes a wage of not less than \$6 for women eighteen years of age or over, and not less than \$4 for those under eighteen. In each case a three weeks' apprenticeship is required.

Modification of Existing Legislation. — Under the new civil administrative code for the consolidation of governmental functions adopted this year by Nebraska,⁸ the articles establishing the board of mediation and investigation and the minimum wage commission are repealed. This is the first backward step in minimum wage legislation in this country.

Outside the United States, progress in minimum wage work during the past year has been rapid. New legislation has

¹ Industrial Welfare Commission of the State of Oregon, Orders, October 14, 1919.

² United States Bureau of Labor Statistics, Monthly Labor Review, November, 1919, pp. 218, 219.

³ *Ibid.*, September, 1919, pp. 251-253.

⁴ *Ibid.*, July, 1919, pp. 165-167.

⁵ *Ibid.*, October, 1919, pp. 163, 164.

⁶ The American Labor Legislation Review, Vol. IX, No. 4, December, 1919, p. 423.

⁷ *Ibid.*, December, 1919, p. 424.

⁸ *Ibid.*, December, 1919, pp. 500, 501.

been enacted in the Canadian provinces, Quebec,¹ and Saskatchewan.¹ Manitoba has entered a minimum rate of \$12.50 for women employed in hotels and restaurants,² British Columbia a minimum of \$15 for office employées,³ and Saskatchewan, \$15 for employees in shops.⁴ Argentine has recently passed a law to regulate home work by the establishment of trade boards to fix minimum rates for such workers.⁵ In England there has been remarkable expansion in the activities of trade boards since the passage of the act of 1918,⁶ extending the powers granted under the trade boards act of 1909. Besides the 9 industries included under the Acts of 1909 and 1913, trade boards have been established for 7 others, and are being formed for 19 additional ones.⁶ The existing rates fixed by the early boards are being revised upward to meet the changes in living expenses.

A significant trend in minimum wage development in this country is that towards greater uniformity in rates within the various States having minimum wage legislation.⁷ The laws of Arkansas and Utah provide for a flat rate fixed by statute. Wisconsin and Minnesota, which have much broader powers, have each during the past eighteen months fixed a single rate for the various industries in the State coming within the provisions of the law, and California, Oregon, and Washington have established minimum rates for large groups of industries. Texas is considering a similar plan.⁸ This means simplification of the work, with attendant economy in administration. It also means uniform regulations ;⁸ the same protection for all working women from sub-normal wages ;⁸ the same protection for all employers from unfair competition.

¹ United States Bureau of Labor Statistics, *Monthly Labor Review*, July, 1919, p. 230.

² *Ibid.*, September, 1919, pp. 257, 258.

³ *Ibid.*, November, 1919, pp. 219, 220.

⁴ *Ibid.*, December, 1919, p. 266.

⁵ Great Britain Labour Gazette (London), February, 1919, p. 43.

⁶ *Ibid.*, September, 1919, p. 369; October, p. 457; November, pp. 503-509.

⁷ Minimum wage laws are now in effect in the following States: Arizona, Arkansas, California, Colorado, Kansas, Massachusetts, Minnesota, North Dakota, Oregon, Utah, Texas, Washington, and Wisconsin, as well as in Porto Rico and the District of Columbia.

⁸ *American Labor Legislation Review*, Vol. IX, No. 4, December, 1919, p. 424.

Value of Wage Board Work. — With the extension of minimum wage work in Massachusetts, the establishment of a number of decrees for various industries, each with different rates and with provisions varying in complexity from a single wage class for an occupation to five or six classes, the problem becomes increasingly difficult. Added to this is the inevitable overlapping of decrees in related industries, and the duplication of effort and confusion arising from the application of several decrees to a single establishment where various distinct lines of work are conducted. The advantage from an administrative point of view of standardization in rates and in the provisions regarding their application is self-evident. Whether a modification of the present law for the purpose of securing greater uniformity in wage regulations is feasible, is a question that deserves serious consideration. In connection with any effort to effect such a change, however, no sacrifice of wage board functions should be permitted, for the wage boards represent the most vital part of minimum wage work. The conduct of wage boards, it is true, presents extremely difficult problems. The standards of the various boards differ greatly, and the action of individual boards is sometimes disappointing. Notwithstanding these limitations, the work is of distinct educational and social value. In addition to their concrete purpose of improving wage conditions for women and girls and in removing unfair competition within an industry, the wage boards contribute, although on a small scale, towards a solution of some of the serious industrial problems of to-day. In so far as they succeed in bringing together groups with conflicting views, and inducing them to recognize the community of their interest and their mutual obligation to the Commonwealth, in so far as they succeed in replacing prejudice with understanding, suspicion with confidence and respect, they are helping to remove some of the underlying causes of industrial unrest. It is through the recognition and conscious development of this service that the fullest possibilities of the wage boards can be realized.

RECOMMENDATIONS.

Legislation.

In order to secure fair representation for the various interests affected by the work of wage boards, it is essential that greater flexibility in the choice of wage board members should be permitted. Under the present law, if no more than the required number of names is submitted, the Commission has no freedom of choice, but must appoint the nominees presented, irrespective of whether the board so constituted is properly representative of the occupation in question. The Commission therefore asks for authority to appoint, in certain instances, a specified proportion of the members directly. The experience of the Commission has demonstrated the need for such legislation.

Appropriation.

The General Court granted the Commission for the fiscal year ending November 30, 1919, an appropriation of \$22,000. The purposes for which this money has been expended are shown in the financial statement which follows.

A slight increase over this amount is asked for the ensuing year. The principal items for which additional expenditure is needed are for salaries of the staff and expenses of wage boards. The act¹ increasing the pay of jurors, which became effective July 17 of the present year, automatically advances the compensation of wage board members one-third. Increases in hotel rates and transportation charges will add to the general expenses of the boards. Moreover, several of the boards established during 1919 were unable to begin the work until the close of the year; the major part of their expenses must therefore be met from the appropriation for 1920.

A larger appropriation for salaries is required to cover advances already authorized and to provide for others needed to bring the rates for the various positions more nearly in agreement with the standard rates approved for such positions, in order to maintain a competent staff of experienced workers.

¹ Chapter 112 of the General Acts of 1919.

Minor increases recommended are intended to provide for advances in traveling expenses and for increased cost of supplies. On the other hand, certain reductions from last year's budget are possible, due to the elimination of the Commissioners' salaries and the charge for rent.

After allowance for these reductions the budget for 1920 represents an increase of \$1,000 over the amount authorized for the past year, and a decrease of \$2,000 from the estimate for 1919. On the basis of the work now in progress this recommendation represents the minimum required for carrying on the activities of the Commission.

CHARLES F. DUTCH, *Chairman*.
MABEL GILLESPIE.
ARTHUR C. COMINS.

REPORT OF THE SECRETARY.

To the Minimum Wage Commission.

I herewith submit the following tabular statement showing the number of establishments inspected and the number of workers for whom wage records were secured in the investigations conducted by the Commission during 1919, together with a summary of the expenditure of the appropriation granted by the General Court for that year.

INVESTIGATIONS MADE BY THE MINIMUM WAGE COMMISSION
IN 1919.

Investigations made under Section 3 of the Minimum Wage Law.

INDUSTRY.	NUMBER OF ESTABLISHMENTS INVESTIGATED.			NUMBER OF WOMEN FOR WHOM WAGE RECORDS WERE OBTAINED.			Total.
	Wage Records Available.	Wage Records Lacking or Inadequate. ¹	Total.	Records tabulated.	RECORDS NOT USED FOR GENERAL TABULATIONS		
					Used only in Rate Tables.	Excluded from All Tabulation.	
Paper box, ²	16	-	16	1,054	-	247	1,301
Corset, ²	10	-	10	1,361	-	262	1,623
Hosiery and knit goods, ²	25	-	25	2,681	-	337	3,018
Minor confectionery,	11	1	12	314	35	127	476
Food preparations,	26	4	30	287	33	65	385
Total,	88	5	93	5,697	68	1,038	6,803

¹ Includes only firms where pay-roll was not kept, or records were illegible or inadequate (less than four months' pay-roll).

² Second investigation (preliminary to forming wage board).

MINIMUM WAGE COMMISSION.

Tabular Summary of Reinspections for 1919.

	Brush.	Laundries.	Retail Stores.	Women's Clothing.	Men's Clothing and Raincoat.	Men's Furnishings.	Muslin Underwear.	Retail Millinery.	Wholesale Millinery.	Office Buildings.	Canning and Preserving.	Total.
Number of records secured,	689	2,441	12,618	464	1,195	2,307	1,695	562	841	1,353	650	24,815
Number of firms visited,	24	120	216	22	79	48	77	174	28	207	35	1,050
Number with full compliance,	23	109	200	20	78	34	59	161	22	200	31	937
Number of cases of apparent non-compliance,	2	16	29	8	1	25	39	14	10	42	10	196
Number of these of special license type,	2	6	-	6	-	16	11	-	2	-	1	42
Cases remaining for settlement,	2	10	29	2	1	9	28	14	8	42	9	154
Settled by employers' adjustment, ¹	1	9	27	2	1	7	18	8	6	42	9	130
Left employ of firm, ²	1	1	-	-	-	2	10	6	2	-	-	22
Cases dropped, ³	-	-	2	-	-	-	-	-	-	-	-	2

¹ In 2 cases adjustment was made by changing the basis of payment, and in 3 cases the minimum was being paid at the time of the second inspection. In one case wages were raised, and two weeks later the employee was discharged. In all of the other cases wages were raised by the employer to meet the provisions of the decree.

² Includes 3 cases where the employee was discharged.

³ The reason for dropping these cases was because the firm in which they occurred was apparently on the verge of bankruptcy.

FINANCIAL STATEMENT.

Appropriations:—		
Salaries and expenses of commissioners,	.	\$2,300 00
Salaries,	.	12,000 00
Compensation and expenses of wage boards,	.	3,200 00
Traveling and contingent expenses,	.	4,500 00
		<hr/>
		\$22,000 00
Expenditures:—		
Salaries and expenses of commissioners,	.	\$1,465 94
Salaries,	.	10,923 20
Compensation and expenses of wage boards,	.	1,564 55
Traveling and contingent expenses:—		
Rent,	.	\$799 98
Light,	.	10 05
Traveling expenses,	.	785 93
Telephone and telegraph,	.	170 94
Express and messenger,	.	18 78
Stationery and office supplies,	.	719 89
Printing,	.	1,445 23
Postage,	.	186 22
Books, periodicals, clippings,	.	177 73
Advertising,	.	4 90
Typewriting,	.	13 64
		<hr/>
		4,333 29
		<hr/>
		\$18,286 98
Unexpended balance reverting to State treasury:—		
Salaries and expenses of commissioners,	.	\$834 06
Salaries,	.	1,076 80
Compensation and expenses of wage boards,	.	1,635 45
Traveling and contingent expenses,	.	166 71
		<hr/>
		3,713 02
		<hr/>
		\$22,000 00

Respectfully submitted,

ETHEL M. JOHNSON,
Executive Secretary.

APPENDICES

APPENDIX No. 1.

AMENDMENTS TO THE MINIMUM WAGE LAW ENACTED IN 1919.

The following acts amending chapter 706, Acts of 1912 with amendments, were passed by the General Court in 1919: —

CHAPTER 72, GENERAL ACTS.

AN ACT TO PROVIDE FOR FILLING VACANCIES ON WAGE BOARDS.

Be it enacted, etc., as follows:

Section four of chapter seven hundred and six of the acts of nineteen hundred and twelve, as amended by section one of chapter three hundred and sixty-eight of the acts of nineteen hundred and fourteen, is hereby further amended by adding at the end thereof the following: — The commission shall have power to fill a vacancy or vacancies arising in a duly constituted wage board by appointing a sufficient number of suitable persons to complete the representation of the employers, employees, or public, as the case may be, — so as to read as follows: — *Section 4.* If after such investigation the commission is of the opinion that in the occupation in question the wages paid to a substantial number of female employees are inadequate to supply the necessary cost of living and to maintain the worker in health, the commission shall establish a wage board consisting of an equal number of representatives of employers in the occupation in question, and of persons to represent the female employees in said occupation, and of one or more disinterested persons appointed by the commission to represent the public; but the representatives of the public shall not exceed one half of the number of representatives of either of the other parties. The commission shall give notice to employers and employees in said occupation by publication or otherwise of its determination to establish a wage board and shall request that said employers and employees, respectively, nominate representatives for said board by furnishing names to the commission. The representatives of employers and employees shall be selected by the commission from names furnished by the employers and by the employees, respectively, provided that these names are furnished within ten days after the request of the commission. The commission shall designate as chairman one of the representatives of the public, and shall make rules and regulations governing the selection of members and the modes of procedure of the

boards, and shall exercise exclusive jurisdiction over all questions arising with reference to the validity of the procedure and of the determinations of the boards. The members of wage boards shall be compensated at the same rate as jurors, and they shall be allowed the necessary travelling and clerical expenses incurred in the performance of their duties, these payments to be made from the appropriation for the expenses of the commission. The commission shall have power to fill a vacancy or vacancies arising in a duly constituted wage board by appointing a sufficient number of suitable persons to complete the representation of the employers, employees, or public, as the case may be. [Approved April 3, 1919.]

CHAPTER 76, GENERAL ACTS.

AN ACT TO REQUIRE EMPLOYERS TO KEEP RECORDS OF THE WORKING HOURS OF WOMEN AND MINORS IN CERTAIN CASES.

Be it enacted, etc., as follows:

Section eleven of chapter seven hundred and six of the acts of nineteen hundred and twelve, as amended by section one of chapter three hundred and thirty of the acts of nineteen hundred and thirteen and by section four of chapter three hundred and sixty-eight of the acts of nineteen hundred and fourteen, is hereby further amended by inserting after the word "minor", in the fifth line, the words: — and if the commission shall so require, shall also keep for a specified period, not exceeding six months, a record of the hours worked by such employees, — and by inserting after the word "minors", in the twelfth line, the words: — and the hours worked by such employees. Any employer failing to keep a register or records as herein provided, or refusing to permit their inspection or examination shall be deemed guilty of a misdemeanor, and shall be punished by a fine of not less than five nor more than fifty dollars for each offense, — so as to read as follows: —

Section 11. Every employer of women and minors shall keep a register of the names, addresses and occupations of all women and minors employed by him, together with a record of the amount paid each week to each woman and minor, and if the commission shall so require, shall also keep for a specified period, not exceeding six months, a record of the hours worked by such employees, and shall, on request of the commission or of the director of the bureau of statistics, permit the commission or any of its members or agents, or the director of the bureau of statistics or any duly accredited agent of said bureau, to inspect the said register and to examine such parts of the books and records of employers as relate to the wages paid to women and minors and the hours worked by such employees. Any employer failing to keep a register or records as herein provided, or refusing to permit their inspection or examination shall be deemed guilty of a misdemeanor, and shall be punished by a fine of not less than five nor more than fifty

AMENDMENTS TO MINIMUM WAGE LAW. 71

dollars for each offense. The commission shall also have power to subpoena witnesses, administer oaths and take testimony. Such witnesses shall be summoned in the same manner and be paid from the treasury of the commonwealth the same fees as witnesses before the superior court. [*Approved April 4, 1919.*]

CHAPTER 77, GENERAL ACTS.

AN ACT TO PROVIDE FOR THE POSTING OF NOTICES OF HEARINGS, NOMINATIONS FOR WAGE BOARDS, AND OF DECREES OF THE MINIMUM WAGE COMMISSION.

Be it enacted, etc., as follows:

SECTION 1. Chapter seven hundred and six of the acts of nineteen hundred and twelve, as amended by chapters three hundred and thirty and six hundred and seventy-three of the acts of nineteen hundred and thirteen, by chapter three hundred and sixty-eight of the acts of nineteen hundred and fourteen and by chapter three hundred and three of the General Acts of nineteen hundred and sixteen, is hereby further amended by inserting after section eleven the following new section, to be numbered 11A:— *Section 11A.* The commission may require employers in any occupation to post notices of its hearing or of nominations for wage boards, or of decrees that apply to their employees, in such reasonable way and for such length of time as it may direct. Whoever refuses or fails to post such notices or decrees, when so required, shall be punished by a fine of not less than five nor more than fifty dollars for each offense. The commission and the state board of labor and industries shall have power to enforce the provisions of this section.

SECTION 2. Chapter sixty-five of the General Acts of nineteen hundred and fifteen is hereby repealed. [*Approved April 4, 1919.*]

APPENDIX No. 2.

CHRONOLOGY OF MINIMUM WAGE LEGISLATION IN MASSACHUSETTS.

- May 11, 1911.* — Resolution passed providing for the appointment of a commission to investigate the wages of women and minors, and to report on the advisability of establishing minimum wage boards. (Acts and Resolves of 1911, chapter 71.)
- January 10, 1912.* — Report of Commission on Minimum Wage boards to Legislature recommending establishment of permanent commission. (House Bill No. 1697 of 1912.)
- June 4, 1912.* — Enactment of measure establishing Minimum Wage Commission and providing for the determinations of minimum wages for women and minors. (Acts of 1912, chapter 106.)
- March 21, 1913.* — Amendment passed to facilitate the gathering of information relative to the wages of women and minors. (Acts and Resolves of 1913, chapter 330.)
- May 19, 1913.* — Amendment passed to increase the powers and further define the duties of the Minimum Wage Commission. (Acts and Resolves of 1913, chapter 673.)
- April 17, 1914.* — Amendment passed relative to the determination of minimum wages for women and minors. (Acts and Resolves of 1914, chapter 368.)
- March 12, 1915.* — Act to provide for the posting of information in places of employment passed. (General Acts of 1915, chapter 65.)
- June 2, 1916.* — Amendment to establish certain qualifications for members of the Minimum Wage Commission. (General Acts of 1916, chapter 303.)
- December 12, 1917.* — Argument of test case involving constitutionality of minimum wage law. (Holcombe v. Creamer, 231 Mass. 99.)
- September 24, 1918.* — Decision of Supreme Judicial Court of Massachusetts upholding constitutionality of minimum wage law. (Holcombe v. Creamer, 231 Mass. 99.)
- April 3, 1919.* — Amendment passed to provide for filling vacancies on wage boards. In effect July 2, 1919. (General Acts of 1919, chapter 72.)

April 4, 1919. — Amendments passed to require employers to keep records of the working hours of women and minors in certain cases, and to provide for the posting of notices of hearings, nominations for wage boards, and of decrees of the Minimum Wage Commission. In effect July 3, 1919. (General Acts of 1919, chapters 76, 77.)

July 23, 1919. — Act passed to organize in departments the executive and administrative functions of the Commonwealth. By this act the Minimum Wage Commission is abolished and its work transferred to the Board of Conciliation and Arbitration acting under the Department of Labor and Industries. (General Acts of 1919, chapter 350.)

December 1, 1919. — Consolidation Act in effect.

APPENDIX No. 3.

MEMBERSHIP OF WAGE BOARDS IN SESSION IN 1919.

The Commission takes this opportunity to acknowledge the generous assistance of the men and women who have freely given their time to public service on wage boards, and to whose devoted efforts is due the success of the wage board work.

Following is a list of the members of the wage boards that were in session during the year: —

CANNING AND PRESERVING WAGE BOARD.

Representing the Public.

Judge Winfred H. Whiting, *Chairman.*

Representing the Employers.

M. Sumner Coggan, Esq.
William T. Gamage.
Lewis E. Whipple.

Representing the Employees.

Christian F. Bocken.
Mrs. Henrietta Montondo.
Ralph Silva.

CANDY MAKERS' WAGE BOARD.

Representing the Public.

Chester T. Porter, *Chairman.*
Robert W. Maynard.
Sara H. Stites.

Representing the Employers.

Walter H. Belcher.
William E. Crosby.
Harry S. Curtis.
James Macnaughtan.
Charles D. Rice.
Dale G. Steely.

Representing the Employees.

Agnes Abbott.
 Florence Adesska.
 Florence Palmer.
 Rose E. Scalli.
 Anna Wainnor.
 Anna Weinstock.

MEN'S CLOTHING AND RAINCOAT WAGE BOARD (RECONVENED).

Representing the Public.

Charles C. Ramsay, Esq., *Chairman*.
 Maurice B. Hexter.
 Frances Van Baalen.¹

Representing the Employers.

Morris B. Anderson.
 Benjamin Asher.²
 Joseph Barron.¹
 Walter C. Billings.
 Ira F. Burnham.¹
 Luther C. White.

Representing the Employees.

Nathan Biller.¹
 Jack Blume.¹
 Sarah F. Landsberg.
 Leon Lebovitz.¹
 Fred Monosson.
 Harry Nurenberg.

CORSET WAGE BOARD (IN SESSION).

Representing the Public.

Chester T. Porter, *Chairman*.

Representing the Employers.

Albert W. Darling.
 Henry H. Hayes.
 John J. Linehan.

Representing the Employees.

Mrs. Edith (Baldwin) Farnam.
 Mary Madden.
 Mrs. Margaret Veazie.

¹ Served on first wage board.

² Mr. Benjamin Asher served as substitute for his father on the first wage board.

MINIMUM WAGE COMMISSION.

KNIT GOODS WAGE BOARD (IN SESSION).

Representing the Public.

Edward C. Mason, Esq., *Chairman.*

Representing the Employers.

Stephen Bowen.

Samuel C. Feuerstein.¹

Samuel P. Kaplan.

Representing the Employees.

Fannie Cherkofski.

Annie Markell.

Mrs. Mary Gordon Thompson.

¹ Appointed in place of Frank O. Bryan, resigned November 28, 1919.

APPENDIX No. 5.

ESTIMATE OF INCREASE IN THE COST OF LIVING
SINCE THE VARIOUS DECREES WERE ENTERED.

ITEMS.	APPROXIMATE PER CENT OF INCREASE FROM SPECIFIED DATES TO JANUARY, 1920.						
	From Decem- ber, 1914. ^a	From Decem- ber, 1915. ^b	From Decem- ber, 1916. ^c	From Decem- ber, 1917. ^d	From June, 1918. ^e	From Decem- ber, 1918. ^f	From June, 1919. ^g
Food, ¹	88	88	56	25	22	5	7
Clothing (Women's), ²	159	145	113	64	36	27	12
Rent, ³	40	38	30	28	21	9	8
Sundries, ²	75	72	61	35	17	13	9
Total (weighted),³	91	88	63	34	25	11	8

^a Brush decree, effective August 15, 1914.

^b Laundry decree, effective September 1, 1915, and Retail Store Decree, effective January 1, 1916.

^c Women's Clothing Decree, effective February 1, 1917.

^d Men's Clothing and Raincoat Decree, effective January 1, 1918, and Men's Furnishings Decree, effective February 1, 1918.

^e Muslin Underwear Decree, effective August 1, 1918, and Retail Millinery Decree, effective August 1, 1918.

^f Wholesale Millinery Decree, effective January 1, 1919.

^g Office and Other Building Cleaners Decree, effective April 1, 1919, and Canning and Preserving Decree, effective August 1, 1919.

¹ From United States Bureau of Labor Statistics, Retail Food Prices for United States.

² From the Report of the Commission on the Necessaries of Life, Massachusetts House Bill 1500, February, 1920. The item, rent, includes fuel.

³ The total increase is obtained by weighting the four items quoted according to their relative importance in the working girl's budget, estimated as follows: food, 5; rent, 2; clothing, 2; sundries, 1. In connection with these estimates it should be noted that in the case of food and rent the actual increase for the individual will frequently be above the amounts quoted; for these figures represent family budgets and are based upon retail market prices on one hand, and upon house or apartment rents on the other. Advances in these items reach the self-dependent working girl in the form of increased rates for her lodgings, and higher prices in the dining rooms and delicatessen shops upon which she depends.

MINIMUM WAGE DECREES.

APPENDIX NO. 6.

MINIMUM WAGE DECREES ESTABLISHED IN MASSACHUSETTS TO JANUARY 1, 1920.

KIND OF WORK COVERED.	WORKERS AFFECTED.		Wage Rates.	Remarks.	Decree Effective.
	Class.	Age.			
Brush industry.	Experienced time workers.	Any.	\$0.155 an hour.	Piece rates also to yield at least \$0.155 an hour.	Aug. 15, 1914.
	Learners and apprentices—time workers.		65 per cent of above (about \$0.10).	Time of apprenticeship not more than 1 year.	
Laundry.	Experienced females of ordinary ability.	Any.	\$8 weekly.	To be deemed "experienced" after 1 year's apprenticeship if absences during that period have not been of unreasonable duration. For females of less than ordinary ability wage fixed by special license.	Sept. 1, 1915.
	Learners and apprentices: — (1) 6-12 months' experience. (2) 4-9 months' experience. (3) 3-6 months' experience. (4) Under 3 months' experience.		(1) \$7.50 weekly. (2) \$7 weekly. (3) \$6.50 weekly. (4) \$6 weekly.		
Retail stores.	Experienced females of ordinary ability.	19 or over.	\$8.50 weekly.	As above. Extra or part-time workers to receive at least same scale of pay pro rata for time actually employed.	Jan. 1, 1916.
	Learners and apprentices.	(1) 18 or over. (2) 17. (3) Less than 17.	(1) \$7 weekly. (2) \$6 weekly. (3) \$5 weekly.		

MINIMUM WAGE COMMISSION.

MINIMUM WAGE DECREES ESTABLISHED IN MASSACHUSETTS TO JANUARY 1, 1920 — *Continued.*

KIND OF WORK COVERED.	WORKERS AFFECTED.		Wage Rates.	Remarks.	Decree Effective.
	Class.	Age.			
Women's clothing factories (cloak, suit, skirt, dress, and waist-shops).	Experienced females of ordinary ability.	19½ or over.	\$8.75 weekly.	To be deemed "experienced" after 1½ years' apprenticeship after reaching 18 if absences during that period have not been of unusual duration. For females of less than ordinary ability wage fixed by special license.	Feb. 1, 1917.
	Learners and apprentices.	(1) 18 or over. (2) Less than 18.	(1) \$7 weekly. (2) \$6 weekly.		
Men's furnishings factories (manufacture of men's and boys' shirts, overalls, and other workmen's garments, men's neckwear and other furnishings, and men's, women's and children's garters and suspenders).	Experienced females of ordinary ability.	Any.	\$9 weekly.	To be deemed "experienced" after 52 weeks' apprenticeship. For the purpose of computing weeks of experience a week's work shall consist of not less than 36 hours. For females of less than ordinary ability wage fixed by special license.	Feb. 1, 1918.
	Learners and apprentices:— (1) 26-52 weeks' experience. (2) 6-26 weeks' experience.	Any.	(1) \$8 weekly. (2) \$7 weekly.		
Muslin underwear, petticoat, apron, kimono, women's neckwear, and children's clothing factories.	Experienced females of ordinary ability.	18 or over.	\$9 weekly.	To be deemed "experienced" after 52 weeks' apprenticeship, 26 weeks of which shall have been in the factory in which she is for the time being employed. For the purpose of computing weeks of experience a week's work shall consist of not less than 36 hours. For females of less than ordinary ability wage fixed by special license.	Aug. 1, 1918.
	Learners and apprentices:— (1) 26-52 weeks' experience. (2) 13-26 weeks' experience. (3) Less than 13 weeks' experience.	(1) 18 or over. (2) 18 or over. (3) Any.	(1) \$8 weekly. (2) \$7 weekly. (3) \$6 weekly.		

MINIMUM WAGE DECREES.

Retail millinery workrooms.	Experienced females of ordinary ability.	19 or over.	\$10 weekly.	To be deemed "experienced" after 4 seasons' apprenticeship, including 16 weeks in fall seasons and 16 weeks in spring seasons. If apprentice enters trade at 15 or younger it is required that she have 12 weeks' experience in season preceding one in which \$10 minimum becomes effective. Twelve weeks shall constitute a season. For the purpose of computing weeks of experience a week's work shall consist of not less than 36 hours. For females of less than ordinary ability wage fixed by special license.	Aug. 1, 1918.
	Learners and apprentices: — (1) 3 seasons' experience. (2) 2 seasons' experience. (3) 1 season's experience. (4) Less than 1 season's experience.	(1) 18 or over. (2) 18 or over. (3) Any. (4) Any.	(1) \$7.50 weekly. (2) \$6 weekly. (3) \$4.50 weekly. (4) \$3 weekly.		
Wholesale millinery occupation.	Experienced females of ordinary ability.	18 or over.	\$11 weekly.	To be deemed "experienced" after 4 seasons' apprenticeship, including 12 weeks in each of 2 spring seasons, and 12 weeks in each of 2 fall seasons, or, in case of those employees whose work is not of seasonal character, after two years. Twelve weeks shall constitute a season. For the purpose of computing weeks of experience a week's work shall consist of not less than 36 hours. For females of less than ordinary ability wage fixed by special license.	Jan. 1, 1919.
	Learners and apprentices: — (1) 3 seasons' experience, or 63 weeks within a period of not less than 78 weeks. (2) 2 seasons' experience, or 42 weeks within a period of not less than 52 weeks. (3) 1 season's experience, or 21 weeks within a period of not less than 26 weeks. (4) Less than 1 season's experience, or 21 weeks.	Any.	(1) \$9 weekly. (2) \$8 weekly. (3) \$7 weekly. (4) \$6 weekly.		
Office and other building cleaners' occupation.	Females of ordinary ability.	Any.	30 cents an hour (between the hours of 7 P.M. and 8 A.M.); 26 cents an hour (between the hours of 8 A.M. and 7 P.M.).	For females of less than ordinary ability wage fixed by special license.	April 1, 1919.

MINIMUM WAGE COMMISSION.

MINIMUM WAGE DECREES ESTABLISHED IN MASSACHUSETTS TO JANUARY 1, 1920 — *Concluded.*

KIND OF WORK COVERED.	WORKERS AFFECTED.		Wage Rates.	Remarks.	Decree Effective.
	Class.	Age.			
Canning and preserving occupation.	Experienced females of ordinary ability.	18 or over.	\$11 weekly.	To be deemed "experienced" after reaching the age of 18 years and having one year's experience. For the purpose of computing experience, a year's work shall consist of not less than 40 weeks. For females of less than ordinary ability wage fixed by special license.	Sept. 1, 1919.
	Learners and apprentices.	Any.	\$8.50 weekly.		
Candy making occupation.	Experienced females of ordinary ability.	Any.	\$12.50 weekly.	To be deemed "experienced" after apprenticeship of 47 weeks within a period of not less than 78 weeks. For females of less than ordinary ability wage fixed by special license.	Jan. 1, 1920.
	Learners and apprentices.	Any.	\$8 weekly.		
Men's clothing and raincoat occupation. ¹	Experienced females of ordinary ability.	Any.	\$15 weekly.	To be deemed "experienced" after one year's apprenticeship. An employee, irrespective of age, shall be eligible for the minimum recommended for learners and apprentices, who has been employed in the occupation for at least three months. For females of less than ordinary ability wage fixed by special license.	Feb. 1, 1920.
	Learners and apprentices.	Any.	\$10 weekly.		
	All others.	Any.	\$7 weekly.		

MINIMUM WAGE DECREES.

Corset occupation.	Experienced females of ordinary ability.	17 or over.	\$13 weekly.	To be deemed "experienced" after reaching 17 years of age and having one year's experience. For females of less than ordinary ability wage fixed by special license.	Mar. 1, 1920.
	Learners and apprentices.	(1) 17 or over. (2) Less than 17.	(1) \$10 weekly. (2) \$8 weekly.		

¹ The Men's Clothing Board (reconvened, fall of 1919) voted unanimously a minimum rate of \$15 to supersede the \$9 rate entered August 31, 1917.

